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AUTHOR Wiley, Terrence G.; And Others
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ABSTRACT

The status of Southeast Asian refugee resettlement efforts in Long Beach, California is reported. The nearly 18,000 refugees who have settled in Long Beach since 1975 have generally become a part of the community despite initial apprehension on the part of community residents. The data were obtained through informal interviews of approximately 40 agencies, programs, and businesses in the Long Beach area. Unmet needs are identified and recommendations made in the areas of social impact on the community, housing discrimination, crime, health and emergency services, translation and communication problems, employment, job placement, welfare dependency, education, adult education, and English as second language (ESL) instruction. The demographics of refugee resettlement, the existence of private and volunteer services, and expansion of the role of Central Intake Units are described. Suggestions are made for gearing curricula toward refugee self-sufficiency, social and cultural competence. ESL instruction, acculturation skills, employment communication skills, and coping strategies. Teaching methods, needs assessment, curriculum development, and material development are also addressed. Additional data are appended. (RW)

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REFUGEE RESETTLEMENT IN LONG BEACH
Needs, Service Utilization Patterns, Demographics,
and Curriculum Recommendations

Prepared under a Federal Grant,
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Written and Compiled by:

Terrence G. Wiley, Coordinator
Heide Spruck-Wrigley, Cross-cultural Analyst
Russell Burr, Data Analyst

Technical Assistance Project to Long Beach
Department of Public Health,
City of Long Beach

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February 22, 1983

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Technical Assistance Project. It does not necessarily reflect the
views or opinions of the funding agent, the Office of Refugee
Resettlement, Region IX.

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Preface

This study represents over four months of informal interviews and data analysis. The descriptions, analysis, and recommendations are based upon the best available information to which our staff had access at the time of writing. The opinions expressed herein are solely those of the project and do not necessarily reflect the views of the agencies or individuals consulted.

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Refugee Technical Assistance Project, International Institute of Los Angeles
Immigrant and Refugee Planning Center of Orange County
Foreign Service Officer, State Department, Orange County
Community Services, City of Long Beach
Economic Development Department (EDD)
Department of Public Social Services (DPSS)
Long Beach School for Adults
Southeast Asian Learners Project (SEAL), Long Beach Unified School District
Long Beach City College:
 ESL Program
 Indochinese Refugee Assistance Project (IRAP)
 Vocational Training
Department of Planning and Building, City of Long Beach
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Special Projects, Long Beach Unified School District
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 Admissions Officer
 Director of Student Development Programs, Student Services Programs
 American Language Program Director
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Van De Kamp Bakery
Toyota Motor Manufacturing
Beach Cities Upholstery
Todd Shipyards

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I. THE RESETTLEMENT PROGRAM AT THE LOCAL LEVEL

THE RESETTLEMENT PROGRAM AT THE LOCAL LEVEL

From a federal perspective it is easy to talk of a "Refugee Resettlement Program." However, from a local perspective it is difficult to identify and to dissect a coherent "program" for the nearly 18,000 Southeast Asian refugees in the Long Beach community. Federal monies arriving at a few local projects address only a fraction of the total adjustment needs of the refugee community. Many local service providers and volunteers receive no reimbursement for their efforts or contributions to refugee resettlement. Although much emphasis has been placed on high welfare dependency and or high unemployment, little emphasis or attention has been given to those refugees who have been successful. Moreover, little study has gone into analyzing not only what refugees "need," but also of what they "have" in terms of assets. And, although much emphasis has gone into job training and education of refugees, little assessment of their cultural strengths has been made in terms of determining what innovative contributions they may be capable of making to localities such as ours.

In some countries, Australia, for example, resettlement programs are centrally administered. The American model of resettlement tends to mirror our fragmented federal system. Just as the national effort sometimes appears fragmented, so too our resettlement picture likewise seems fragmented. There are for example, different types of providers, some who are clearly in the picture, others who are by the nature of their funding only partially so, and others who perhaps should be more responsive but are not. Whereas some providers are specifically funded to provide specific services such as English as a Second Language (ESL), employment services, or health services, other providers - indeed the majority - find themselves as de facto providers of refugee services. Such de facto groups receive funding to provide services to the entire community at large but have found themselves facing higher and higher percentages of refugee clients whose linguistic and cultural adjustment problems require special attention. The School for Adults, for example, receives no supplemental funding for refugee instruction, yet over 50% of its

of its 3,000 students are Southeast Asian. To cite another example, although the Long Beach Health Department does receive special funding for refugee screening and health accessing, targeted funding pays for only a fraction of departmental costs. For FFY 81-82, it was estimated that 20% of all patients seen were Southeast Asian. Other programs set up to aid the needy in the community at large such as the Women Infant and Children (WIC) program report that nearly 60% of their clients are Southeast Asians. A third class of service providers is made up of those whose services are sought or needed by refugees but whose programs have been unaware of their responsibilities to help provide easier access to their services.

It is against this background that we will attempt to describe the status quo in the refugee resettlement effort in Long Beach. The scope of this task runs beyond our resources and areas of expertise; whenever possible we have relied upon the best data available to us. Naturally, it is not possible to quantify all needs nor all services; consequently, much of our narrative relies on information which is at times anecdotal coming from the impressions of providers and individuals who are very close to the refugee population.

Although our report will outline a number of problem areas, it should be noted that in comparison to the disruption and friction which are usually associated with large scale migrations the resettlement effort in Long Beach has been relatively smooth. Resettlement has not been carried out without some of the resentment and apprehension from the community, however. The local community has generally lacked familiarity with Southeast Asians. Consequently, there was some initial resentment toward them; there was also some reluctance to hire refugees and rent to them, and there was fear of so-called "Asian diseases." But as the community has gained experience in dealing with refugees, there has been a greater tendency to accept them as neighbors and fellow residents. Much of this is a result of the positive impression that the refugees have made through their own efforts to work and to become self-sufficient. Part of the stigma which refugees have had to live down is caused by the term "refugee"

itself. The term aptly should designate one who is fleeing political or religious persecution, and who has been temporarily displaced and uprooted. As Southeast Asians resettle and set up permanent new homes, the term "refugee," should be applied to them less and less. As one Hmong leader stated: "As long as Americans see me as a refugee, my heart will remain in Laos." Gradually, Southeast Asians appear to be moving toward becoming self-sufficient through gaining employment and through establishing small businesses as part of the community. As they do this, they are beginning to establish themselves as an integral part of the community and are becoming less of a threat to it.

THE OBJECTIVES OF THIS STUDY

This study attempts to describe the impact of the nearly 18,000 Southeast Asian refugees who have migrated here since 1975 on the Long Beach community. This description is based upon compiled data provided by local service providers. It includes estimates based upon available data and upon sampling conducted specifically for this study. Much of our description comes from informal interviews involving nearly forty agencies, programs, and businesses in the Long Beach area. Next, the study also attempts to identify unmet needs, gaps in services, and untapped resources. Lastly, the study will suggest strategies and make recommendations for the overall resettlement effort in Long Beach so that the the unmet needs of the local Southeast Asian refugees can be better addressed. In particular, recommendations will be made in the Curriculum Section to suggest ways in which local English as a Second Language programs can be made more responsive to refugee needs.

II. DEMOGRAPHICS

DEMOGRAPHICS

Demographic information about the Southeast Asian refugee population residing in Long Beach is presented and discussed in this section of the report. The data were gathered from local educational institutions and agencies. By using the school enrollment figures, it was possible to develop population estimates which provide a quantitative analysis of the various ethnic groups residing in the city. The local economic situation is described in detail in the next section. Included in this section, is a neighborhood analysis of the ten neighborhoods with the highest concentration of Southeast Asian refugees. Other information related to the economic characteristics of the refugee population is also included in this section. The last two sections contain data collected from DPH/VOLAG Referrals and a local survey conducted at LBCC which provides accurate information about primary and secondary migration.

We are indebted to the following local educational institutions and agencies for their cooperation and assistance in gathering the demographic data for this report:

1. South East Asian Learners Project (SEAL)
Long Beach Unified School District
2. IRAP, Long Beach City College
3. ESL, Long Beach City College
4. American Language Program, CSULB
5. International Education Center, CSULB
6. Long Beach School for Adults
7. L.A. Regional Department of Social Services (DPSS)
8. Department of Finance, Population Research Unit
9. Local Economic Development Department Office
10. Long Beach Public Health Department, Laboratory Services
11. Department of Planning and Building, City of Long Beach

LONG BEACH REFUGEE DEMOGRAPHICS

One of the problems faced by city planners, health care providers, educators, and other public service agencies is planning for the future needs of their constituents. As service providers, it is important for these agencies to have accurate demographic information about the populations that they serve. Unfortunately, current census data do not accurately reflect the large number of Southeast Asian refugees who have recently resettled in our community. For example, although the census was taken in 1980, the majority of the Cambodian refugees (see Date of Entry Data for K-12) arrived after the census was taken and are not included in the census. In addition, an indeterminate number of refugees, who were here during the census, failed to register as aliens as a result of language proficiency problems, a fear of registering with governmental officials, and for other reasons.

Some statisticians have tried to estimate and account for this non-compliance by adding a factor of 14% to the baseline figure counted during the census. Obviously, this is a "best guess" estimate and there is no way to verify the accuracy of this estimation until the next official census is taken in 1990. Another problem with the census data is that it does not provide ethnic specific information concerning the Laotian, Cambodian, or Vietnamese-Chinese populations; rather these populations are lumped together in other categories. Since the census data are a static measurement of the population at some given time, they cannot account for large shifts in the population such as the number of Southeast Asian refugees who are considered secondary migrants, and who have moved to Long Beach from some other locale in order to be reunited with family members.

Our goal is to present a series of population estimates from different sources including our estimates derived from school data, estimates derived from the 1980 census data, estimates derived from a method used in Orange County, and estimates extrapolated from DPSS figures.

POPULATION ESTIMATES

We currently estimate the Southeast Asian refugee population residing in Long Beach to be much greater than previously thought. Specifically, our research indicates that the current Southeast Asian refugee population residing in Long Beach is, as follows:

ESTIMATED SOUTHEAST ASIAN REFUGEES CURRENTLY RESIDING IN LONG BEACH ACCORDING TO OUR FORMULA

Cambodian	8,756
Vietnamese	3,999
Vietnamese-Chinese	3,016
Laotian	429
Hmong	1,201
Mien	425
Total	17,826

ESTIMATED SOUTHEAST ASIAN REFUGEES RESIDING IN LONG BEACH ACCORDING TO THE 1980 CENSUS DATA

Cambodian	985
Laotian	466
Vietnamese	2,182
Total	3,633

ESTIMATED SOUTHEAST ASIAN REFUGEE
POPULATION CURRENTLY RESIDING IN LONG BEACH
ACCORDING TO AN EXTRAPOLATION FROM DPSS DATA

13,325* Southeast Asian Refugees

*Not possible to estimate ethnic sub groups

ESTIMATED SOUTHEAST ASIAN REFUGEE
POPULATION CURRENTLY RESIDING IN LONG BEACH
ACCORDING TO TWO FORMULAS USED IN ORANGE COUNTY

FORMULA 1 21,010 Southeast Asian Refugees

FORMULA 2 47,710 Southeast Asian Refugees

DISCUSSION OF POPULATION ESTIMATES

Our population estimate was derived from data collected from the South East Asian Learners (SEAL) Project. Specific demographic data were collected on over 4,700 students registered with the SEAL Project including name, address, date of entry, sex, ethnicity, language spoken at home, and secondary migration information. These counts were broken down for each major ethnic group. In addition, over 300 Southeast Asian Students were surveyed by Long Beach City College as to their ethnicity, household size, and as to the number of individuals including children (K-12) living with them. It was then possible to apply a formula representing the percentage of K-12 children in an average household. By using a formula (discussed at length in the Appendix), the population of each ethnic group was estimated yielding a combined Southeast Asian estimate of 17,826.

The Population Research Unit of the Department of Finance prepared a report on the Indochinese refugees in California cities and counties in 1980 (Report SR 81-1). The data for this report were compiled from the Immigration and Naturalization Services's Annual California Alien

Address Report. The data base was updated with reports from the Intergovernmental Committee for European Migration on the destination of new arrivals into California in 1980. In addition, the original data for the state were adjusted by the Office of Refugee Affairs to reflect the number of Indochinese refugees not filing an alien address report and by the Population Research unit for the number of net secondary migrants. To account for under-registration, the January 1980 Alien Address Report's figure to California was increased by 14%. To account for secondary migration, the Population Research Unit established a 4.1% net migration rate from California for 1979 and applied it to the 1980 total United States Indochinese refugee population. Please see the section entitled "Primary and Secondary Migration" for more current information.

There data are summarized below:

January 1980 registered aliens	85,954
Adjustment for under-registration	12,250
January through October	40,865
Adjustment for California net secondary migration, January through October 1980	13,830
Total	152,899

It was noted in this report that the data were preliminary and subject to revision. In addition, they estimated that approximately 4,000 refugees per month came directly to California from Indochina at the time of the report.

According to the report, there were 2,919 Cambodians, 1,394 Laotians, and 28,094 Vietnamese or a total of 32,407 Indochinese refugees residing in Los Angeles as of January 1980. The total number of Indochinese refugees residing in Los Angeles as reported for October, 1980, including the adjustment for secondary migration was 50,314. The October 1980 estimate did not contain ethnic specific information since data concerning nationality were not available. The January 1980 data were used to estimate the number of Indochinese

refugees residing in California cities. The data were adjusted for under registration. According to these estimates, there were 985 Cambodians, 466 Laotians, and 2,182 Vietnamese or a total of 3,633 Indochinese refugees residing in Long Beach as of January 1980. Please see appendix for a copy of this report.

It is interesting to note that the South East Asian Learners (SEAL) Project which serves the Long Beach Unified School District reported that there were 683 Southeast Asian refugee students enrolled in grades K-12 in June 1979. This figure jumped to over 1,649 refugee students by June 1980. Considering that the average family size is in excess of 5.4 individuals per family and that if each of these children lived with both of their parents (2 adults for each child), then the population estimate as reported by the Population Research Unit is extremely low.

The 1980 Census data for Southeast Asian refugees do not represent the actual numbers of refugees that were in Long Beach at that time and any extrapolations using that data base are not going to be any more accurate. One of the primary problems with this data base is that it does not accurately account for secondary migration. Even though a rate of 4.1% was calculated to account for secondary migration, it was determined by using data from the previous year. Specifically, the rate was determined as follows:

$$\frac{\text{ESTIMATED CALIFORNIA NET SECONDARY MIGRANTS 1979} \quad 9,051}{\text{Total U.S. SOUTHEAST ASIAN (MID POINT 1979)} \quad 223,121} = \frac{9,051}{223,121} = 4.1\%$$

Clearly, this "rate" for secondary migration is the mean or average rate for a year. However, we believe that this rate is not constant and may fluctuate over a short period of time as a result of economic conditions, employment opportunities, etc. Therefore, it may not be appropriate to use last year's rate to account for this year's shifts in population. By today's estimates for secondary migration, the 4.1% rate is extremely low. See section entitled "Primary and Secondary Migration."

The Census data and various extrapolations from these data are currently being used for a variety of official purposes. This is unfortunate because the data are at best severely underrepresentative of the Southeast Asian refugees populations currently residing in Long Beach. For example, the South East Asian Learners Project Date of Entry Data for the refugee K-12 students were plotted on a time line to identify when these students entered the country. This information is presented in a Table for elementary school students, a Table for junior high school students, and a Table for high school students. These tables clearly demonstrate a bi-modal distribution and indicate when the "second wave" of Southeast Asian refugees arrived. It is apparent that the majority of the Cambodians arrived after 1980 and therefore were not counted in the 1980 Census. Moreover, we believe that the Cambodians are the largest single ethnic groups among the Southeast Asian refugees residing in Long Beach.

A third estimate of the Southeast Asian refugee population in Long Beach can be derived by using data from the L.A. County Department of Public Social Services (DPSS). According to a DPSS spokesperson, there are over 10,257 Southeast Asian refugees residing in Region I who are receiving welfare assistance. Region I includes the cities of Harbor, Norwalk, Compton, Paramount, and Long Beach. The Southeast Asian refugees included in this number are receiving benefits under such welfare program as the Refugee Cash Assistance (RCA) Program, Aid to Families with Dependent Children (AFDC), Food Stamps, and MEDICAL (based upon information provided 1/83 assumed to apply to 10/82).

The spokesperson suggested that it would be possible to estimate the Southeast Asian refugee population in Region I by adjusting the 10,257 figure to include Southeast Asian refugees for whom benefits had "time-expired." He estimated that the welfare benefits had "time-expired" for about 30% of the Southeast Asian refugees. Therefore the adjusted population estimate for Region I is 13,334 ($10,257 + 30\% \times 10,257$). Some of these refugees do not reside in Long Beach, but reside in other cities in Region I. Therefore, in order to determine the number of Southeast Asian refugees receiving

Table of Elementary School - Date Entry Data
by Ethnic Group and year

450							440		
425									
400									
375									
350									
325									
300									
275						272			
250					243				
225									
200									
175									
150									
125									
100								100	
75									
50									
25	0	36	17	1	18				
	1974	1975	1976	1977	1978	1979	1980	1981	1982
									Cambodian N= 1,127
250									
225									
200							194		
175									
150						135			
125									
100									
75									
50			33		34		42		
25	0	5	11					15	
	1974	1975	1976	1977	1978	1979	1980	1981	1982
									Lao N= 469
250									
225									
200									
175									
150		133					145		
125									
100						97		98	
75					43				53
50				15					
25	0		1						
	1974	1975	1976	1977	1978	1979	1980	1981	1982
									Vietnamese N= 585
250									
225									
200									
175									
150									
125									
100						100			
75							81		
50								25	
25	0	5	0	5	4				1
	1974	1975	1976	1977	1978	1979	1980	1981	1982
									Vietnamese/Chinese N= 221

Table of Junior High School - Date of Entry Data
by Ethnic group and year

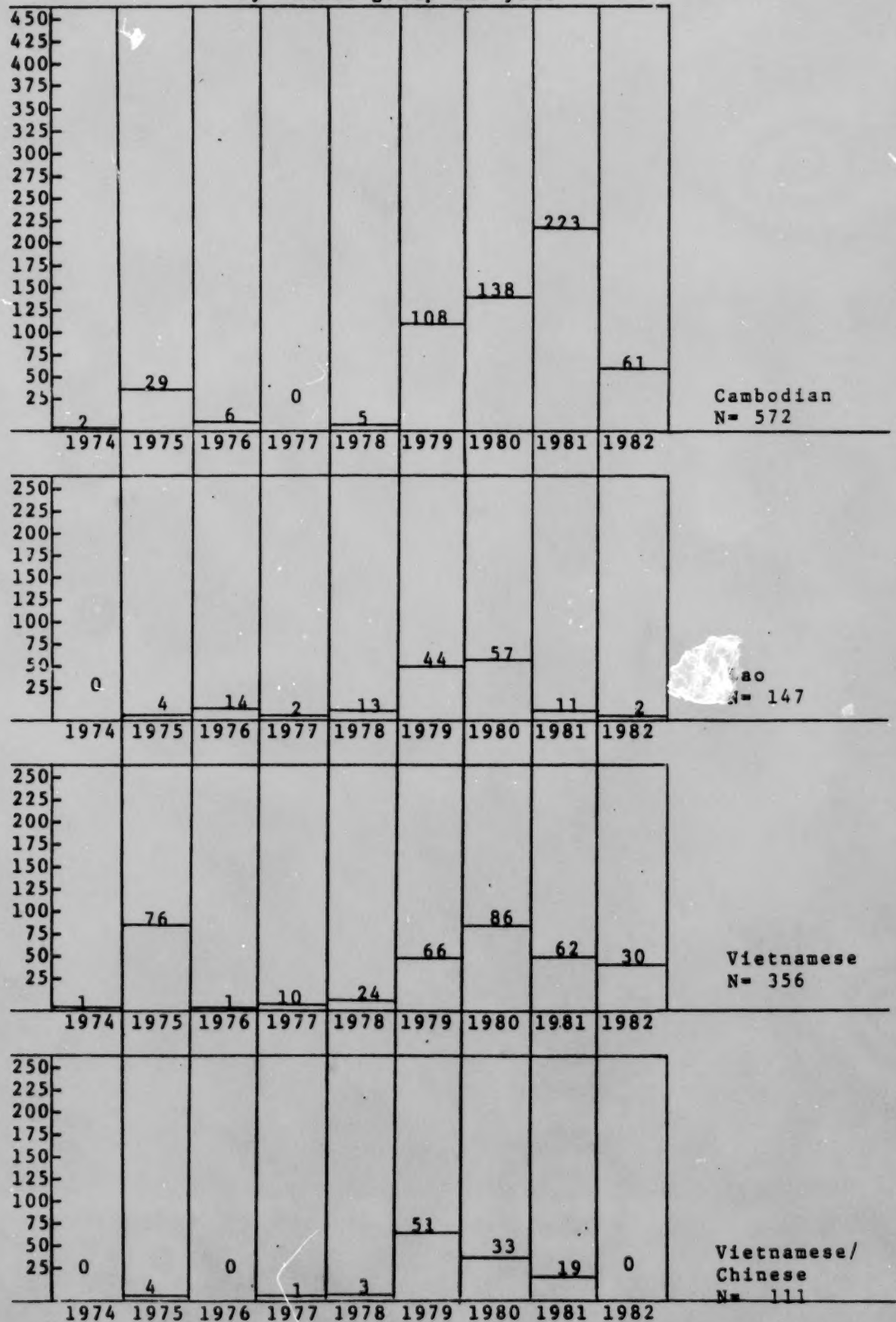
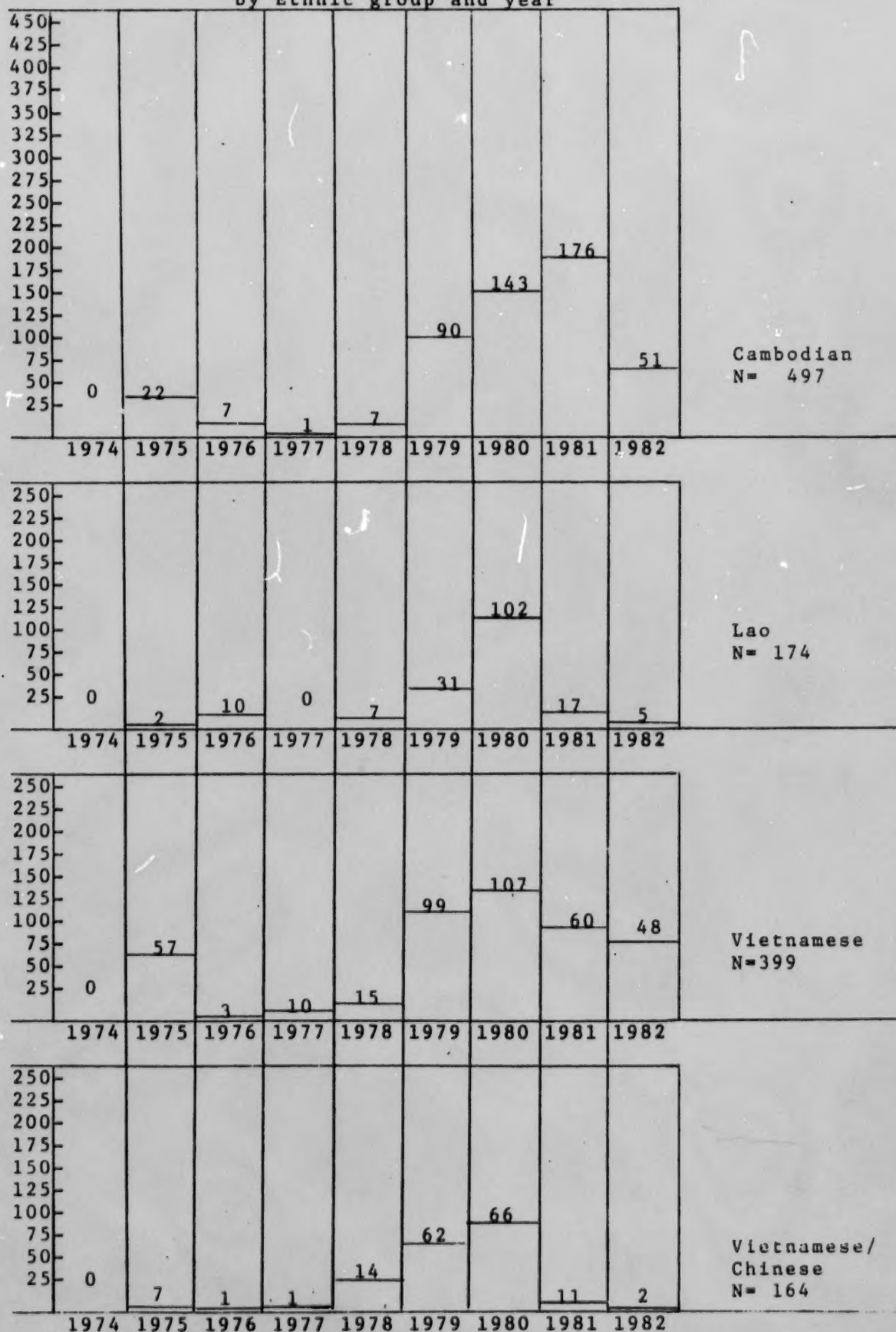


Table of High School Date of Entry Data
by Ethnic group and year



welfare benefits and residing in Long Beach, it was necessary to make a second adjustment of the total number. After reviewing all of the RCA cases by zip code order, it was determined that approximately 80% of the Southeast Asian refugees in Region I reside in Long Beach. The Long Beach office of DPSS was able to provide case history listings by AFDC and RCA benefit receivers with Region I. These listings were sampled for the month of December, 1982, and of 1,884 AFDC case histories sampled, 1,484 were Long Beach residents (living in zip code areas of 90802, 90803, 90805, 90806, 90808, 90813). The relationship is that 78.768% of Region I AFDC cases reside in Long Beach. Similarly, the RCA cases sampled were 173 and 137 of these or 79% resided in Long Beach.

Therefore, a better population estimate (adjusted for residency) is 10,667. However, this estimate does not take into account refugees who have never applied for nor received any welfare assistance. Since these figures are not available, we believe this estimate is low. For example, if 100 % of the refugees had received welfare assistance, then this estimate would be correct. Since this is not the case, and it is not possible to estimate the number who have not been tracked by the welfare system, we believe that this estimate is not accurate.

A fourth population estimate can be derived by applying a method used to estimate the refugee population in Orange County. According to a spokesperson with the Foreign Service Office, there were approximately 620,000 Southeast Asian refugees in the U.S. as of September, 1982. Approximately 40% of this population or 248,000 Southeast Asian refugees reside in California. Of these refugees, he believes that approximately 20% or 49,600 reside in Orange County. Currently, he estimates that there are over 71,000 Southeast Asian refugees living in Orange County. He determined that there are 10 Southeast Asians residing in Orange County for every refugee child identified in the federal school census. Since Long Beach is adjacent to Orange County, it may be possible to assume that the Orange County ratio of 10:1 is similar for Long Beach. According to a report that he used to determine the ratio, there were 2,201 Southeast Asian refugee students

in the Long Beach Unified School District at that time. Therefore, the population estimate for the number of Southeast Asian refugees in Long Beach could be determined by multiplying the school census figure (2,201) by a factor of 10. According to this procedure, the Long Beach refugee population is estimated to be 21,010. However, if current K-12 school enrollment data for Southeast Asian refugee children are used and the ratio is still accurate, then there are over 47,710 $[4,771 (K-12) \times 10]$ Southeast Asian refugees residing in Long Beach. Therefore, by using both formulas, it is possible to determine a range with the 21,010 figure at the low end and the 47,710 figure at the high end. Although the figure of 47,710 appears to be too high, it is conceivable that the 21,010 figure is a reasonable estimate.

IMPLICATIONS RELATED TO POPULATION ESTIMATES

Many refugee service providers who have worked in California's refugee programs for several years generally feel that many so-called "official" statistics are highly suspect. Of greater concern is the issue of whether or not impacted regions are given a "fair" share of available funding based upon these statistics. Our population estimates indicate that the city of Long Beach has more refugees than many states. Yet for FFY '83-84, local providers will receive only slightly over \$1,000,000 in federal assistance which is far less than states with refugee populations of comparable size.

A more comprehensive demographic study of secondary migration is needed in California cities like Long Beach to ensure that a fair share of targeted funding will reach the refugees who legitimately need assistance. More comprehensive analysis is also needed to ensure that the resettlement program pays for the total resettlement effort rather than expecting impacted communities to pay for the effort through limited local resources.

In addition, there is a need for so-called official statistics about refugee welfare dependency to be scrutinized more carefully by state

officials before they are quoted as gospel to the members of the press. If the state's estimates of the refugee population in California are correct, then welfare dependency is high and refugees are failing to achieve self-sufficiency; however, state and even county DPSS estimates are too low since they fail to account for secondary migrants and other refugees in the state who may have fallen through the cracks of ORS and DPSS tracking systems. As a result, a falsely negative picture of refugee welfare dependency is being presented. In such cases, official sources of information may be inadvertently helping to prejudice the general public against the refugees by creating a false picture of their welfare dependency. (This issue is discussed in the Employment and Welfare Section).

It should be noted that the Office of Refugee Services (ORS) is tracking only those refugees who are in the federally funded refugee programs. Consequently, it is not possible to equate ORS data with the whole refugee picture. ORS data tracks only the least successful and most dependent among the entire refugee community. To accurately view the success of the program, demographic studies should be conducted to track the successful members of the Southeast Asian communities who are no longer dependent on the federal program.

Lastly, we should caution that often quoted data may not necessarily be skewed in the direction of underrepresenting refugees. One figure often cited for the Orange County refugee population put county refugee estimates at around 71,000. When we attempted to apply these Orange County formulas to our Long Beach refugee population, we arrived at figures that were too high.

AGE OF THE REFUGEE POPULATION

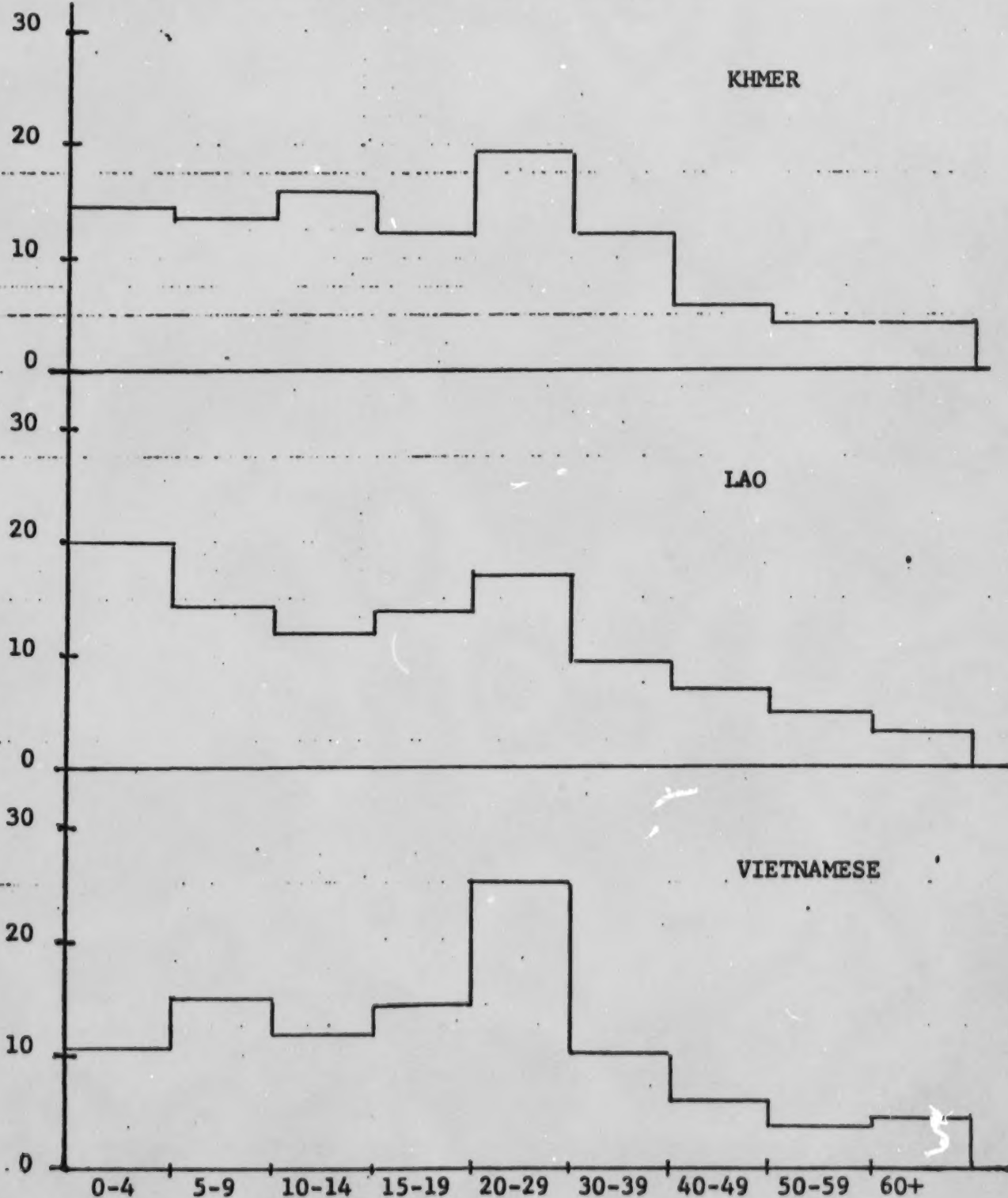
In 1979, the United States Public Health Service and the Long Beach Public Health Department provided health care screening services for the Southeast Asian refugees who came into the city. At that time, many of the refugees that arrived came to the clinics as family units, e.g. both parents, children, grandparents, etc. Consequently, the

INDOCHINESE REFUGEES AGE AND ETHNIC GROUP DISTRIBUTION

KHMER

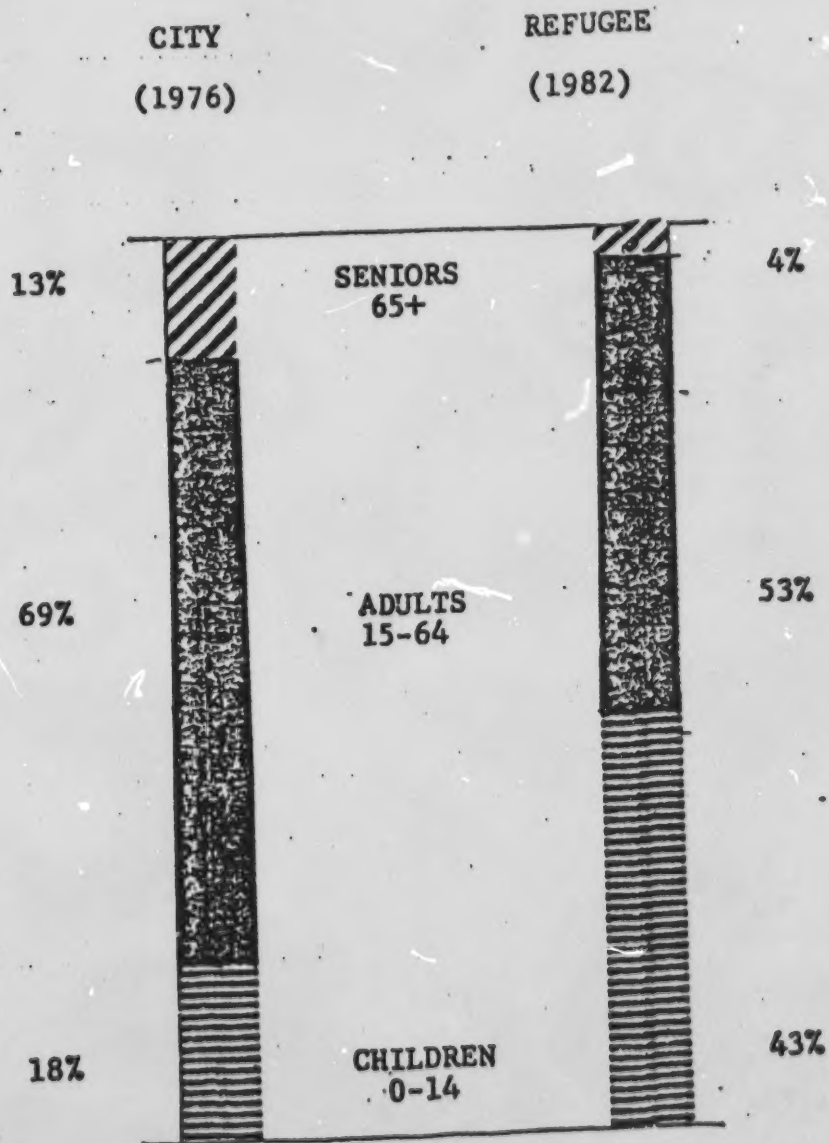
LAO

VIETNAMESE

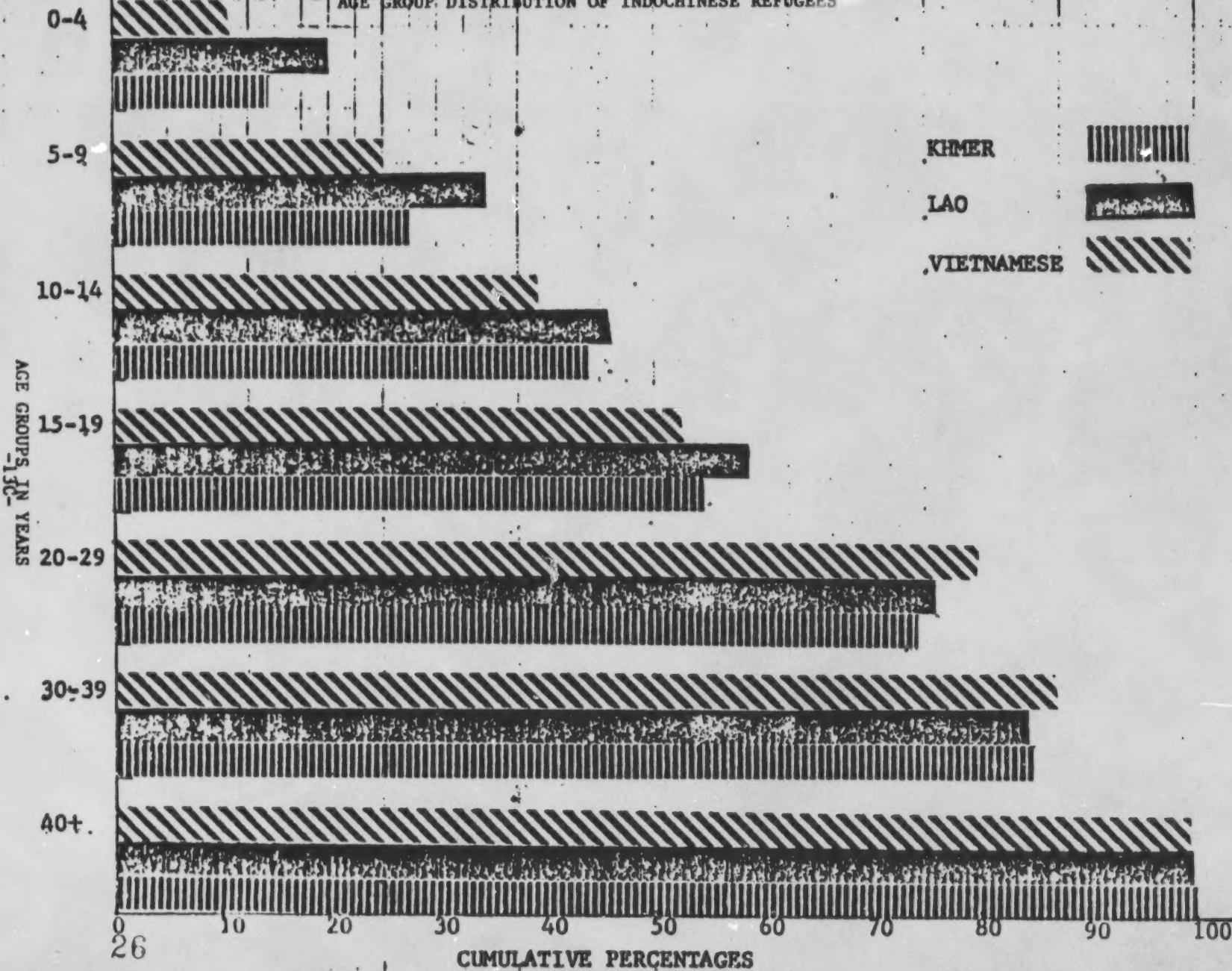


AGE GROUPS
-13A-

POPULATION COMPARISONS IN LONG BEACH



AGE GROUP DISTRIBUTION OF INDOCHINESE REFUGEES



Director of Laboratory Services began to maintain extensive demographic and health related statistical data on these individuals. As a result of her efforts, we have data concerning the age characteristics of the different ethnic groups. Approximately 52% of the Southeast Asian refugee population are less than twenty years of age; 75% are less than thirty years of age; and 83% are less than forty years of age. Please see the charts (pages 13a, b, and c) for more information. Clearly, the Southeast Asian refugee population is very young when compared to the Long Beach population in general.

DATA FROM LOCAL EDUCATIONAL INSTITUTIONS

Many refugees in Long Beach have children who are of school age and are currently attending the elementary, junior high, and high schools in the Long Beach Unified School District. The South East Asian Learners (SEAL) Project serves all students in the LBUSD for whom English is a Second language. One component related to the SEAL project is the enrollment clearinghouse called the Assignment Center. At this location, foreign born parents can meet with translators to sign their children up for school. Another component of the project develops bi-lingual educational materials in several languages. Since the SEAL project serves as an educational clearinghouse for Southeast Asian students, we were able to gather valuable demographic data for this report. Please see the Table on the following page for complete school enrollment data.

Another segment of the refugee population is enrolled in Vocational English as a Second Language (VESL), English as a Second Language, or college parallel courses at Long Beach City College. School officials estimate that approximately 4,800 Southeast Asian refugee students are currently attending classes at Long Beach City College.

In addition to those students attending LBUSD or LBCC, there are over 1,551 Southeast Asian refugees enrolled in the Long Beach Adult School programs. Still other students are attending California State University at Long Beach.

Table of School Enrollment Data

Institution	Cambodian	Vietnamese	Chinese Vietnamese	Lao	Hmong	Mien	Total
LBUSD K-6	1,125	604	226	120	262	75	2,412
LBUSD 7-9	573	363	117	32	96	28	1,209
LBUSD 10-12	507	348	172	32	62	27	1,148
LBCC/IRAP	173	59	*	9	*	*	375
LBCC/ESL	374	375**	*	12	58	17	836
LBCC	*	*	*	*	*	*	3,723
LB Adult	972	277	*	184***	118	*	1,551
CSULB	31	** 861**	*	12	*	*	904
Total:	3,755	2,887	515	401	596	147	12,158

* no data available

** may include Vietnamese/Chinese

*** may include other Lao minorities

**** an unknown number may reside in Orange County
and commute to the university.

A number of Southeast Asian refugees are enrolled in private and non-profit ESL programs in Long Beach. Youth with a Mission has over 150 refugees enrolled in its ESL programs. Other smaller ESL programs include: the United Cambodian Community (16 students), Christ Lutheran Church (N/A), and Our Saviour Church (20 Mein and 10 Cambodian students).

REFUGEE RESIDENTIAL DISTRIBUTION PATTERNS AND NEIGHBORHOOD ANALYSIS

In 1982, the Long Beach Department of Planning and Building conducted a comprehensive data analysis to identify issues and problems that face many of the city's communities. As part of this study, the DPB divided the city into 53 neighborhoods which were defined by their social and/or geographic attributes. Neighborhoods may include more than one Census tract.

In order to determine where refugees are currently residing in Long Beach, the street addresses of 1,136 junior high school students were plotted within these 53 neighborhoods. Then, it was possible to count the number of residences in each neighborhood. Although it would have been possible to plot the street addresses of elementary students or high school students, we selected the junior high school population because of its sample size ($N = 1,136$) and because this population was more representative of the general refugee population based upon Date of Entry data and ethnic composition. The Table on the following page contains the number of student residing in each neighborhood. Since these students are living at home with their families, it can be assumed that this tabular data represents the refugee residential distribution patterns within the city.

According to our analysis, the majority of the Southeast Asian refugees reside in the following neighborhoods: 18, 15, 10, 8, 6, 19, 42, and 4. The comprehensive analysis from the Department of Planning and Building Report describing each of these neighborhoods in detail is presented on the following pages. Each neighborhood analysis

Junior High School Addresses Plotted Within Neighborhoods

Long Beach N'BHD #	Cambodian	Vietnamese	Chinese/Viet	Lao & Lao/Hmong	% of total sampled	Total
18	139	27	7	31	17.96	204
15	111	38	13	39	17.69	201
10	47	18	13	28	9.33	106
8	13	40	19	4	6.70	76
6	12	23	2	38	6.60	75
43	32	7	15	6	5.28	60
19	35	13	7	4	5.19	59
42	-0-	36	19	-0-	4.48	55
4	22	6	3	19	4.40	50
9	19	9	5	8	3.61	41
5	8	14	3	-0-	2.20	25
7	4	11	4	6	2.20	25
16	5	20	-0-	-0-	2.20	25
17	2	18	-0-	-0-	1.76	20
11	1	-0-	-0-	12	1.14	13
38	-0-	9	4	-0-	1.14	13
20	5	4	-0-	1	.88	10
44	1	8	-0-	-0-	.79	9
37	1	5	2	-0-	.70	8
29	-0-	7	-0-	-0-	.61	7
3	1	3	2	-0-	.53	6
13	1	-0-	5	-0-	.53	6
39	2	3	1	-0-	.53	6
31	-0-	4	1	-0-	.44	5
50	-0-	5	-0-	-0-	.44	5
12	1	-0-	-0-	3	.35	4
35	-0-	1	3	-0-	.35	4
48		4			.35	4
21	2	1			.26	3
40	2	1			.26	3
49		3			.26	3
30		2			.17	2
34		1			.09	1
36		1			.09	1
51		1			.09	1
	466	343	128	199	100.00	1,136

includes: a map of the city identifying the boundaries of the neighborhood; demographic data including population characteristics, housing characteristics, and other indicators gathered from the 1980 Census data; and, a narrative description of the neighborhood and conclusions which relate to future planning considerations.

The residential distribution patterns for each of the four refugee populations are indicated on the color-coded maps. Each dot represents one junior high school child. The maps are color-coded for each ethnic population: Cambodian, Vietnamese, Vietnamese-Chinese, and Lao (including Lao minorities).

PRIMARY AND SECONDARY MIGRATION DATA

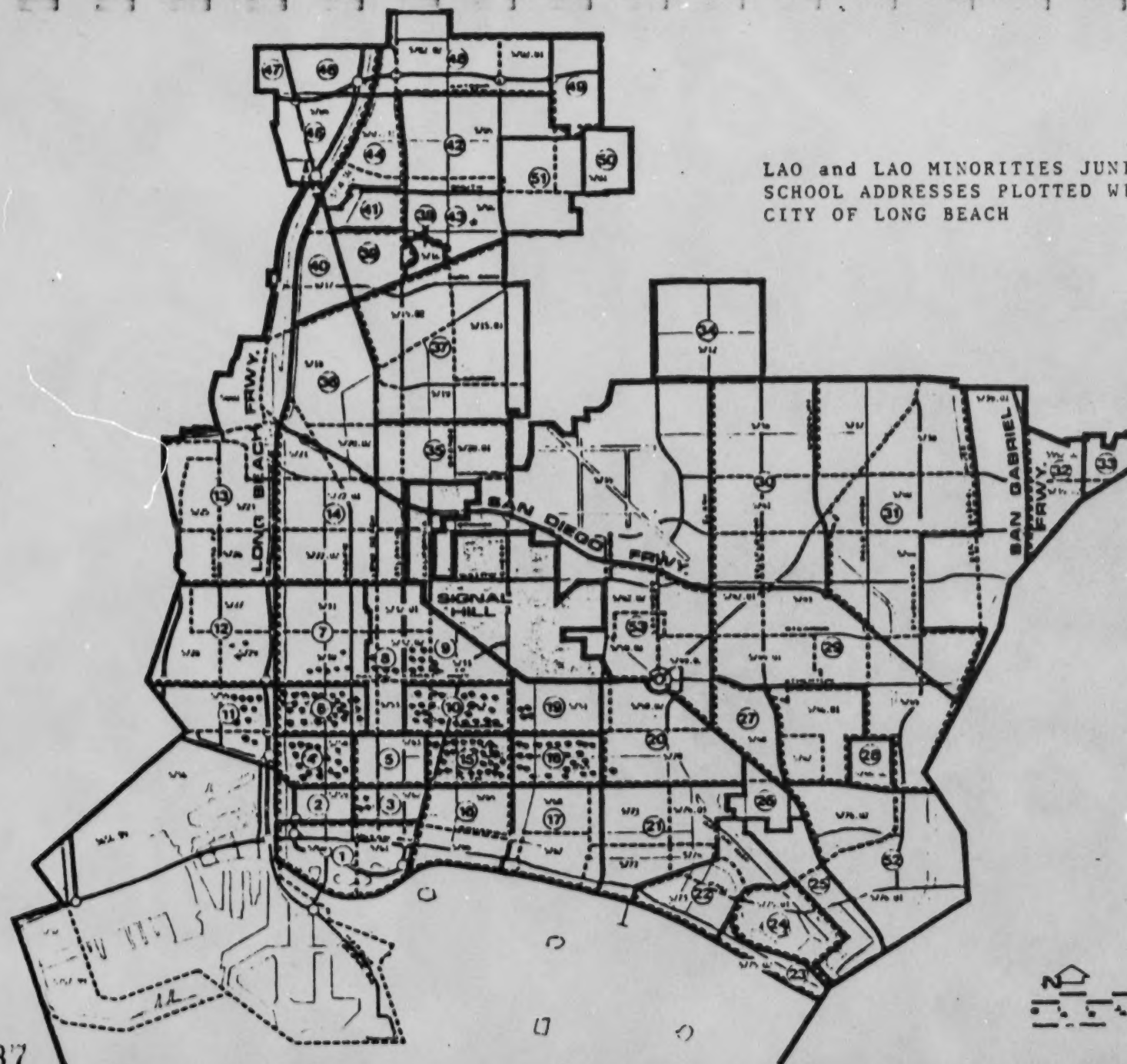
One of the most difficult demographic variables to account for when making population estimates is the number of individuals who migrate into a locale or who migrate out. Although many Southeast Asian refugees originally resided in other states (primary destination), many are now moving to other locales to be reunited with family members, to seek employment opportunities, and for other reasons such as climate, lack of friends, etc.

It is difficult to get accurate information about the number of secondary migrants because the rate of influx is constantly changing. However, it is apparent that many of the Southeast Asian refugees residing in Long Beach have lived in other cities or states before coming to Long Beach. For example, the Table on the following page contains information concerning the Southeast Asian refugee K-12 students who were identified as secondary migrants. A list of the states and the number of students who are secondary migrants from these states is presented in this table. Although these numbers do not appear to be significant, it must be realized that these numbers represent only children. In all probability, these children belong to large extended families who have moved to Long Beach. A recent sample of newly enrolled K-12 Southeast Asian refugee children indicates that many more of these are secondary migrants.

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LAO and LAO MINORITIES JUNIOR HIGH
SCHOOL ADDRESSES PLOTTED WITHIN THE
CITY OF LONG BEACH

38



VIETNAMESE-CHINESE JUNIOR HIGH SCHOOL
ADDRESSES PLOTTED WITHIN THE CITY OF
LONG BEACH

migrants. Although this increase may be attributed to improved reporting procedures, we believe that the numbers represent what is actually occurring.

Another indication of the number of secondary migrants relocating to Long Beach was identified from information provided by the Asian Pacific Family Outreach. This organization reported that 302 out of 732 refugee clients that the Church World Service settled in Long Beach from October '81 to December '82 were secondary migrants.

A third indication of the number of secondary migrants moving to Long Beach was provided by the IRAP/LBCC. For the month of October '82, 29 out of 94 new refugee students were from out of state. This means that 31% of those students were secondary migrants. The figures for November '82 are even higher (49 out of 111 or 41%). In addition, IRAP has maintained detailed statistics about secondary migrants. A total of 241 secondary migrants were identified from January '81 to September '82. Of these secondary migrants, 173 were Cambodian, 59 were Vietnamese, and 9 were Lao.

The following information is taken from the IRAP - Long Beach City College statistics on Indochinese secondary migrants:

CAMBODIAN: For the Cambodians 33% stayed at their original placement site less than 3 months, 62% under 6 months and 88% under one year. Cambodians gave "no relatives/friends" as one of their main reasons for leaving. Many also stated that weather influenced their decision to leave. Reunification with friends/relatives were mentioned by 72% of the respondents. 60% of the migrants came from 8 states of Texas, New York, Maryland, Arizona, Oregon, Illinois, Kentucky, and Michigan.

VIETNAMESE: 39% stayed less than 3 months at their original placement site, and 64% stayed less than one year. "No relatives/friends" was the reason given by 42% for leaving their original resettlement site. 85% said that reunification with friends and relatives was a major factor whereas 18% indicated that weather was a factor.

SECONDARY MIGRATION
SCHOOL

STATE/COUNTRY	ELEM	JR. HIGH	HIGH
Alabama	1		
Alaska	3		1
Arizona	10	4	2
Arkansas	2	1	
California	53	32	18
Colorado	3	1	1
Connecticut	4		3
Dist. Columbia	2		
Florida	1		1
Hawaii		4	1
Illinois	13	3	7
Indiana	2	1	1
Iowa	2	1	3
Kansas/Kentucky		3	2
Louisiana	1	1	2
Maine	3		
Maryland	11		
Massachusetts	6		3
Michigan	11	7	7
Minnesota	8	3	1
Missouri	2	4	
Montana	3	2	
Nebraska	1	1	
Nevada	4	3	
New Mexico	1		1
New York	7	1	6
North Carolina	2	1	1
Ohio	6	1	1
Oregon	6	6	8
Pennsylvania		2	1
South Carolina		1	1
South Dakota	2		3
Texas	15	15	5
Utah	1	1	4
Virginia	2	3	1
Washington	7	4	3
Wisconsin	4	3	2
Canada	3		
Hong Kong		1	
Japan	1		
Total:	203	110	90

LAO: All nine Lao had stayed longer than one year at the original placement site. Weather was their reason for leaving the original placement site as well as reunification were their main reasons for coming to Long Beach.

VOLAG REFERRAL is another source of primary and secondary migration information. A total of 805 Southeast Asian refugees were referred to the Long Beach Public Health Department from August '81 to December '81 (VOLAG referrals are made through Tuberculosis Control to local health departments). Of these refugees, 98 were Vietnamese, 51 were Vietnamese-Chinese, 615 were Cambodian, and 36 were Laotian. All of these refugees were primary migrants. During the same time period, 20 secondary migrants were referred. For 1982, 976 primary migrants were referred. Of these refugees, 199 were Vietnamese, 32 were Vietnamese-Chinese, 708 were Cambodian, and 37 were Laotian. During the same reporting period, a total of 316 secondary migrants were referred. Of these refugees, 89 were Vietnamese, 10 were Vietnamese-Chinese, 200 were Cambodian, and 17 were Laotian. Please see the Tables concerning Volag Referrals on the following pages.

VOLAG REFERRAL PRIMARY 1981 REPORT

	Vietnamese		Chinese/ Vietnamese		Cambodian		Laotian		Other	Total Arrived		Ratio
	Vo- lag	Con- tacted	Vo- lag	Con- tacted	Vo- lag	Con- tacted	Vo- lag	Con- tacted				
August 81	6	6	9	9	66	66			5	86	81	
Sept. 81	30	28	2	2	117	96	14	14		163	140	
Oct. 81	27	23	26	178	164	1	1			232	214	
Nov. 81	12	12	11	11	184	177	14	6		221	206	
Dec. 81	<u>23</u>	<u>23</u>	<u>3</u>	<u>3</u>	<u>70</u>	<u>59</u>	<u>7</u>	<u>7</u>		<u>103</u>	<u>92</u>	
	<u>98</u>	92	<u>51</u>	51	<u>615</u>	562	<u>36</u>	28	<u>5</u>	<u>805</u>	733	91.05%

SECONDARY 81 REPORT

August 81	2									2		
Sept. 81	3	2			4	4				7	6	
Oct. 81					5	5				5	3	
Nov. 81					6					6		
Dec. 81	<u> </u>	<u> </u>	<u> </u>	<u> </u>	<u> </u>	<u> </u>	<u> </u>	<u> </u>	<u> </u>	<u> </u>	<u> </u>	
	<u>5</u>	2			<u>15</u>	9				<u>20</u>	11	55%

VOLAG REFERRAL PRIMARY FOR THE YEAR 1982

	Vietnamese		Chinese/ Vietnamese		Cambodian		Laotian		Total		Ratio
	Vo-lag	Con-tacted	Vo-lag	Con-tacted	Vo-lag	Con-tacted	Vo-lag	Con-tacted	Vo-lag	Con-tacted	
Jan. 82	15	13	5	5	130	121			150	139	
Feb. 82	31	21	1	1	143	115			175	137	
March 82	22	18			131	93	4	4	157	115	
<u>1st Quarter</u>	<u>68</u>		<u>6</u>		<u>404</u>		<u>4</u>		<u>482</u>		
April 82	6	6			34	29	6	6	46	41	
May 82	9	8			54	49	5	5	68	62	
June 82	69	59	17	15	113	109	3	3	202	186	
<u>2nd Quarter</u>	<u>84</u>		<u>17</u>		<u>201</u>		<u>14</u>		<u>316</u>		
July 82	5	5			13	10	7	7	25	22	
August 82			4	4	14	14			18	18	
Sept. 82	6	6			14	13			20	19	
<u>3rd Quarter</u>	<u>11</u>		<u>4</u>		<u>41</u>		<u>7</u>		<u>63</u>		
Oct. 82	19	13	2	2	23	19	8	8	52	42	
Nov. 82	4	4			7	7			11	11	
Dec. 82	13	11	3	3	32	27	4	4	52	45	
<u>4th Quarter</u>	<u>36</u>		<u>5</u>		<u>62</u>		<u>12</u>		<u>115</u>		
<u>Total 1982</u>	<u>199</u>	<u>164</u>	<u>32</u>	<u>30</u>	<u>708</u>	<u>606</u>	<u>37</u>	<u>37</u>	<u>976</u>	<u>837</u>	85.76%

VOLAG REFERRAL SECONDARY FOR THE YEAR 1982

	Vietnamese		Chinese/ Vietnamese		Cambodian		Laotian		Total		Ratio
	Vo-lag	Con-tacted	Vo-lag	Con-tacted	Vo-lag	Con-tacted	Vo-lag	Con-tacted	Vo-lag	Con-tacted	
Jan. 82					6	2	5	5	11	7	
Feb. 82	5	5			15	12			20	17	
March 82	3	2			46	24	3		52	26	
<u>1st Quarter</u>	<u>8</u>				<u>67</u>		<u>8</u>		<u>83</u>		
April 82	1	1			6	4			7	5	
May 82					20	15			20	15	
June 82	8	1			9	9			17	10	
<u>2nd Quarter</u>	<u>9</u>	<u>2</u>			<u>35</u>				<u>44</u>		
July 82					8	8			8	8	
August 82	8	8			16	11			24	19	
Sept. 82	1	1			17	10			18	10	
<u>3rd Quarter</u>	<u>9</u>				<u>41</u>				<u>50</u>		
Oct. 82	12		3		6	6			21	6	
Nov. 82	15				12	9			27	24	
Dec. 82	36	4	7		39	3	9		91	7	
<u>4th Quarter</u>	<u>63</u>		<u>10</u>		<u>57</u>		<u>9</u>		<u>139</u>		
<u>Total number Secondary 82</u>	<u>89</u>	<u>24</u>	<u>10</u>		<u>200</u>	<u>113</u>	<u>17</u>	<u>5</u>	<u>316</u>	<u>154</u>	48.73%

III. SOCIAL IMPACT ON THE COMMUNITY

SOCIAL IMPACT ON THE COMMUNITY

Whenever the ethnic composition of a community changes rapidly, friction and tension can be expected. To an extent, the Long Beach community has been spared some of the friction which has been noted in neighboring Orange County localities. Part of the smoothness of resettlement can be attributed to a "coolheaded" approach by local officials and can be attributed to a thus far responsible reporting profile taken by the local press. Despite the overall perceived smoothness by which resettlement has taken place, there have been some indications of tension and difficulties. As the Date of Entry data indicate (see table in appendix), the largest influx of Southeast Asian refugees occurred between 1979 and early 1982. School teachers indicate that there was some racial tension in the schools. Most of it appears to have been at the level of name calling; sometimes refugee children were targets of slurs by their American peers. They were called "Cambos" or "Boat People" by some of their classmates. Recent reports indicate that most of the name calling has subsided now that the children have had time to get used to one another.

One community youth programs representative expressed fear that in the future there will be a rise in Southeast Asian youth gangs. There has been some indication that in the Chinatown area of Los Angeles and in parts of Orange County that this may be of concern. Thus far, however, there is no indication that Southeast Asian gang activity is becoming a problem in Long Beach.

HOUSING

The greatest areas of perceived concern fall into the categories of competition for housing, high density living conditions, and crime. During the last year, the Environmental Health Division of the Health Department noted an increase in complaints regarding overcrowding. Areas of high complaint were cross-referenced with the neighborhood maps devised for this report. No correlation could be drawn between

the areas of high complaints and areas of high Southeast Asian concentration. Southeast Asians may indeed be living in more crowded conditions than the community at large since more established families appear to be serving as a temporary base for less fortunate relatives and friends. But as yet, official complaints from landlords and neighbors about overcrowding do not seem to be directed at Southeast Asians. A sample survey of household size revealed the following:

HOUSEHOLD SIZE

	Number of Individuals in a Household				N =
	1-3	4-6	7-9	10-12	Sample Size
I-Mien	15%	35%	40%	10%	N = 20
Hmong	20%	48%	31%	1%	N = 29
Cambodian	12%	53%	24%	11%	N = 183
Vietnamese	40%	38%	16%	6%	N = 50
Vietnamese/ Chinese	24%	43%	19%	14%	N = 21
All Groups	18%	48%	24%	10%	N = 303

Although this breakdown does provide some indication of household size, it does not necessarily help us to understand how household size relates to "density" in so far as the size of the refugees' dwellings was not available. One point of concern was whether or not Southeast Asians were seeking subsidized housing which is available for low income groups. According to one official of the Housing Authority, some Southeast Asians are attempting to apply for subsidized housing. The agency, however, appears to be ill prepared to meet the special needs of refugees. No translators are on staff who speak any of the

Southeast Asian languages. The official did feel however that should the need exist that the agency probably could get translators on loan from other departments. The official also stated that although he did not know whether Southeast Asians were applying in greater numbers that his impression was that they were. This, however, was of little consequence since according to the official: "Even if they (refugees) were applying in greater numbers, it wouldn't make any difference since they'd be on a waiting list for two to three years anyway." The official was also uncertain as to which refugee groups were seeking to be put on the waiting lists. He stated that if given a little time, he probably could provide the information if he had assistance in identifying the ethnicity according to the applicant's names.

ENVIRONMENTAL HEALTH

In several cases involving complaints regarding sanitation problems caused by refugees, Environmental Health Sanitarians were called in, and with the assistance of translators, the problems were resolved. In several other cases involving sanitation problems allegedly caused by Southeast Asians, upon investigation, it was determined that the offenders had been Asian albeit not Southeast Asian.

DISCRIMINATION AND DISPLACEMENT

Of even greater concern in terms of possible community tension are charges that Southeast Asians are preferred by landlords over long standing minorities in the community such as Blacks and Hispanics. This issue was discussed with representatives of Community Services as well as with representatives of the Fair Housing Foundation. Representatives of both groups maintained that while they had no direct evidence of Southeast Asian refugees displacing Blacks, Hispanics and other minority groups, they did feel that there is a common perception especially among Blacks that housing displacement is occurring as a result of the recent influx of refugees.

When our own neighborhood refugee population projections are compared with City of Long Beach neighborhood data of 1980, it is apparent that in some neighborhoods substantial Southeast Asian impact has been felt.

NEIGHBORHOOD NUMBER (Appendix C)	ESTIMATED SOUTHEAST ASIAN POPULATION 1983	TOTAL NEIGHBORHOOD POPULATION 1980	TOTAL ASIAN POPULATION 1980 (ALL ASIANS)
18	3,200	7,231	425
15	3,153	9,457	530
10	1,658	7,555	363
8	1,194	8,649	744
6	1,177	5,619	539
43	941	6,704	449

Although adjusted total population figures for 1983 are not available, it is apparent that the rapid increase in population within these neighborhoods could not have occurred without some displacement and without an increase in overall neighborhood population density. It is quite possible that the rapid influx in these neighborhoods has lead to an increase in competition for scarce housing.

A different aspect of the housing problem involves the question of whether or not Southeast Asians themselves are victims of housing discrimination. To this question, the Fair Housing Foundation had no direct answer; however, a spokesperson indicated that Asians (including Southeast Asians) as a group are noticeably underrepresented in terms of filing complaints in both discrimination cases and in filing landlord/tenant grievances. In terms of

discrimination cases for the month of January '83, 33 cases were filed; 14 by Blacks, 17 by Anglos, 1 by a Hispanic, with 1 listed as "other." According to the spokesperson, 3 to 4 complaints by Asians should be expected based on their percentage of the population (12%). In terms of landlord/tenant disputes, the omission of Asians is also evident. For the month of January '83, 363 individual complaints were filed, 224 by Anglos, 77 by Blacks, 34 by Hispanics, with 8 listed as "other" According to the spokesperson, Asians (included in this category of "other") should have filed at least 40 complaints. His impression is that Asians either are not utilizing the system because they are unfamiliar with how it operates, or they are not utilizing it because culturally they choose not to complain to authorities. In our view, although both factors may be involved, it appears that many first generation Southeast Asians are not aware of how the system operates.

CRIME

Of even greater concern than the issue of housing is the problem of crimes against refugees: victimization of refugees in the community.. According to a Long Beach Police Community Relations Spokesperson, refugees have not contributed significantly to the local crime problem. Currently, the police do not utilize translators although concern has been expressed through the Long Beach Interagency Refugee Forum that there may be a need for bilingual translation in order to insure that refugees have full access to the police particularly in emergency situations.

Although the police have not hired translators, they have shown sensitivity to the "new" population. Several cases involving packages of opium being sent to Hmong in Long Beach have been encountered by the police. According to a Community Relations Officer there was one arrest but the suspect was released following questioning and was not charged. In another case a Hmong family was questioned after it was learned that the family had received a package of opium. The package was confiscated but the family was not arrested. Police have

expressed concern about the potential for drug traffic but, other than in a few isolated cases, there appears to be no cause for alarm. According to the police spokesperson, the objective of the police in the Hmong cases is to cut off the opium supply at its sources while warning local Hmong that practices which may have been legal in Laos are illegal here. In dealing with these cases, the police have demonstrated noteworthy restraint and cross-cultural sensitivity.

The Community Relations Officers have also been active in working with the schools and resettlement agencies in order to attempt to explain to refugees what their rights and responsibilities are according to the law.

As a long term objective, the police have shown a desire to recruit Southeast Asian officers. Recently, they participated in a Job Awareness Fair hosted by the Long Beach City College Indochinese Refugee Assistance Program (IRAP).

The Community Relations Officers have also agreed to work with cross-cultural staff of the Long Beach Health Department and M.A.A. leaders in order to promote a greater awareness of how the law enforcement system operates. A future workshop is planned which will introduce the concept of neighborhood watches and will assist refugee leaders in establishing these programs.

VICTIMIZATION

Although the problem of "unreported crime" by its nature eludes any firm determination as to its scope, there is a consensus among M.A.A. leaders, providers, and translators that much of the crime which is committed against the refugee community goes unreported. Though most of the information regarding unreported crime is anecdotal, typical examples include accounts about muggings, food stamps being stolen, and burglaries. One type of crime against Hmong families is said to be following a pattern: according to accounts, one or two black men

or sometimes a man and a woman will forcibly enter a Hmong residence and search the premises for money or goods while the members of the Hmong family are at home! The Hmong, who are frequently unable to communicate in English, stand passively by while the robbery takes place. The crime usually goes unreported and may even be repeated against the same family.

The passivity in reporting crime is apparently only partly related to the problem of translation. An additional problem is a lack of understanding of the role of the police in our society. Although there is generally an understanding of what is legal and illegal, all too often there is a lack of understanding of what proportional weight is attached to a particular crime or infraction. In a recent role playing session with Southeast Asian paraprofessionals, who are more familiar with the American culture than most of the clients they have been hired to assist, the paraprofessionals were unclear over the differences between common misdemeanors and felonies. They had the opinion, for example, that a person driving without a license, if detected, could be jailed. They also had unrealistic expectations as to the authority of the police. Several assumed that a resident could expect the police to arrest anyone on a public street if the police felt that the stranger looked suspicious.

In several role playing situations, wherein an American played the role of a police officer and a Southeast Asian translator played the role of a refugee, the translator seemed confused and passive in simulated interaction between the "police" and the "refugee." In several other instances, the translators acted in ways which were interpreted by the Americans as signaling threats.

The role playing exercise pointed out the need for more extensive training programs for translators and paraprofessionals who are themselves not fully accustomed to services beyond their specific job. In addition, it also points to the need to include information regarding crime and law enforcement into ESL text materials. In that regard, there is a need for some teaching materials to be "customized"

so that information about the local community, its services, and perhaps its problems are included. Not all ESL teachers are residents of the districts in which they teach and may, therefore, lack the knowledge of where to direct their students for specific needs. Customizing a portion of district teaching materials and keeping these reasonably up to date would help to fill a gap in understanding how the system works. For a discussion as to how this might be accomplished, see the Curriculum Section.

HEALTH AND EMERGENCY SERVICES

The principal responsibility for preventive health screening of refugees coming into the city of Long Beach falls on the Department of Public Health. The department has played an active role in refugee health screening since 1979 when, with the assistance of the now defunct United States Public Health Services (USPHS) clinic, the department set up a refugee screening clinic. Given the increased numbers of refugee patients arriving in 1980, the department sought and received additional monies for health screening through the California Refugee Preventive Health Services Program administered by the Department of Health Services. The department also sought and was granted funding for Refugee Health Accessing through bilingual/cross-cultural assistance from the Office of Refugee Services of the Department of Social Services.

Refugee service utilization of the Health Department's programs reached a peak in FFY '81-82 when it was estimated that about 20% of all of the Health Department's clients were Southeast Asian refugees. During that period, translation assisted refugee patients' visits to the department totaled nearly 25,000. (For comprehensive data on all refugee related health activities of the department, see the Health Section in the Appendix.)

Recognizing that there was a need for a dialogue between the department's staff and other health service providers in the local community and throughout the state, the department coordinated two statewide conferences bringing together staffs from fourteen counties and representatives from the private sector. The strategy behind the conferences was to share information and expertise between funded refugee health care providers while transferring some of their insights to local private health care providers.

TRANSLATION SERVICES

Following this same desire to transfer expertise to the private sector, the department received a small award from the state's Special

Needs and Priorities Fund (SNAP)(Department of Health Services) for a Translator Training Project. The project is providing training free of charge to local refugee volunteers, aides, and M.A.A. members to enhance their ability to act in the role of health translators. The rationale behind the project was based upon the awareness that most bilingual translators have never had any formal training in their craft. Although the role of the translator is central in cross-cultural communication with patients, little attention has been given to improving the quality of the translator's performance. Neither have medical service providers had training in how to best use the skills of the translator in communicating with patients. Consequently, the Translator Training Project also provides a workshop series to local hospitals called: "How to Use Your Translators."

The Long Beach Department of Public Health is one of the few agencies in the community providing translation services for its clients. Throughout the community at large, translation for health and emergency services remain one of the most serious unmet needs of the community. Although several local hospitals do now employ a few part-time Southeast Asian translators, many other hospitals and clinics do not. Often friends, relatives, and small children are used as de facto translators. Using untrained non-professionals is far from ideal. Even if de facto translators have good bilingual skills, they may lack the proper technical vocabulary and may lack the ability to bring technical vocabulary down to a level where it can be understood by the clients.

In the case of emergency services, the problem of the lack of translation must rank as the number one unmet need within the community at large. Although representatives from Long Beach strongly advocated for the inclusion of emergency services as a fundable category under social adjustment, the countywide committee of the Los Angeles Refugee Forum voted down its inclusion. It is strongly recommended that some provision for emergency services translation be made. If refugees are to attain self-sufficiency, they ~~must~~ have full access to the services that are available to all residents; language should not be a barrier to essential services.

REFUGEE HEALTH ISSUES:

DEALING WITH THE PROBLEM OF MISPERCEPTIONS

Although a few refugees entered Long Beach between 1975 and 1978, it was not until 1978 that the community at large became aware that Long Beach was becoming a focal point of Southeast Asian resettlement. At that time, there was potential for widespread community concern over the health status of the Southeast Asian refugees entering the city. The Department of Public Health began to receive inquiries and complaints from concerned residents and co-workers of Southeast Asian refugees. These concerns were predictable given the historical stereotyping of Asians as being potential carriers of infectious diseases. Such fears and stereotypes surfaced in California late in the Nineteenth Century during the large influx of Chinese immigrants and again in the early Twentieth Century with the arrival of the Japanese immigrants. Consequently, it was to be expected that the large influx of Southeast Asians into the community would potentially cause these stereotypes to reappear.

In neighboring Orange County, a minor panic in the form of a TB scare occurred in Garden Grove when a local newspaper had inaccurately reported that a fireman had contracted Tuberculosis as a result of the refugee influx in Garden Grove. Typically, inaccurate reporting and the tendency of the uninformed to stereotype Asians as being disease carriers exacerbated the incident. In an attempt to avert this kind of incident, in Long Beach, the Health Officer decided that it would be in the best interest of the community if a low media profile related to refugee health data were taken by the department because interpretation of health data is problematical and subject to misinterpretation. In October of 1982, an article appeared in the Santa Ana Register entitled "Diseased Refugees Flood the Country." The article cited misunderstood data from the Center for Disease Control (CDC) and misquoted officials of the Orange County Department of Health and Human Services. To date, this type of problem, with its potential to panic the public, has been avoided in Long Beach.

V. PRIVATE VOLUNTEER RESOURCES

PRIVATE AND VOLUNTEER RESOURCES

The role of private and non-funded groups and individuals should not be overlooked in the resettlement effort. Many refugee families have subjected themselves to uncomfortable and crowded conditions so as to assist their relatives and friends by acting as sponsors. Although there has been a common misperception that the federal government has been provided special low interest loans to refugees as well as a misperception that most refugees are bringing concealed wealth in the form of gold, in reality, most of the successes of the refugee community have been based on the ability of the refugees to pool limited resources. It has not been uncommon for refugees to sacrifice greatly in order to try to buy property or small businesses.

In addition, refugee mutual assistance associations (M.A.A.s) have become sites whereby additional language classes have been offered or special classes such as driver's training have been offered. Within the Cambodian community, there are several major associations, one which is the Cambodian Association of America, which claims to represent over half of the Cambodian families in the Long Beach area. Another important association representing the Cambodians is United Cambodian Community, which during the past year opened a local office in Long Beach.

Representing the Hmong and Mien of Long Beach is the Hmong Association of Long Beach. The Hmong Association has an advisory board which is composed of ten Hmong and nine Mien and maintains close contact with the Lao minorities in the local area.

Within Long Beach, however, there are no mutual assistance associations representing either the Vietnamese (despite their estimated population of 4,000), or the Vietnamese-Chinese (despite their estimated population of around 3,000). Despite the conspicuous absence of Vietnamese/Vietnamese-Chinese associations, Vietnamese Student associations have been established at California State University, Long Beach and at Long Beach City College.

Individuals from these associations have often worked as unpaid resource personnel to their communities and to local hospitals. They have often provided essential translation services on an unpaid and informal basis; they have helped to fill the gap of social adjustment to their people by acting as informal counselors. They have maintained offices through volunteer efforts and through their own limited resources.

Should impacted cities funds become available to the Long Beach community, it is recommended that every effort be made to involve all of the local M.A.A.s in helping to identify skills among their own members. Moreover, since not all refugees are represented by the local associations, it is recommended that non-M.A.A. refugee community leaders be included as well.

In addition to refugee self-help efforts, other private and volunteer groups have played an important role in the local resettlement effort. Asian Pacific Family Outreach has played a major role in the local resettlement effort over the years, and despite severe budget cuts in FFY 81-82, the agency managed to resettle some 732 refugees over the past fifteen months.

Not to be overlooked is the role of Youth with a Mission which is a Christian humanitarian organization which followed Cambodians back from Cambodia to Long Beach in order to assist in the resettlement effort. Youth with a Mission provides a small ESL program for refugee about 150 refugees (mostly women) who would otherwise not receive instruction. During FFY 81-82, members of the group worked on a volunteer basis with the staff of the Long Beach Department of Public Health in order to develop health related ESL materials specifically aimed at Cambodian patients.

In addition, California State University, Long Beach ESL teacher interns have provided free instruction to local refugees on waiting lists (90 hours per semester) since early 1981. This has been accomplished through the combined efforts of CSULB, Long Beach City

College IRAP, and Catholic Charities.

It should also be noted that St. Mary's Hospital of Long Beach has hired a Cambodian-Chinese nurse and a part time translator who speaks Cambodian and Vietnamese. During the past year, the hospital has become increasingly utilized by refugees, particularly by Cambodians.

Despite the combined efforts and goodwill of these groups, there is a need for funded assistance particularly in the areas of social adjustment and in emergency services translation for the community at large.

EXPANSION OF THE ROLE OF
THE CENTRAL INTAKE UNITS (CIUs)

Several years ago there was a great deal of talk placed upon the notion of "one stop centers." The idea seemed logical at the time. Basically, it called for setting up one mega-provider who could provide all or nearly all refugee services. To some extent, it was based on the older settlement house concept. Generally, it has been acknowledged that few providers have the knowledge, expertise, or capacity to address all of the self-sufficiency needs of the refugees. However, even if it is generally agreed that one provider cannot provide all services to all refugees, there still is a need for a beginning point through which intake can be channeled and following overall needs assessment, referral can be made. In theory, during the past few years this role has fallen to the Central Intake Unit (CIU). In theory, each area of major refugee concentration should have a CIU which then refers and directs all incoming refugees to the relevant service provider. In practice, however, the capability of the CIUs to perform adequately this task is directly tied to the number of funded services allowed by the Budget Control Language of the State Legislature and to the amount of funding given to providers in the CIUs designated service area. When an impacted locality such as Long Beach lacks adequate funding as was the case in FFY 81-82 the main function of the CIU becomes merely to record massive waiting lists and to refer refugees to nowhere.

In FFY 81-82, when the State altered the budget control language and disallowed funds for social adjustment and mental health services, (among others) only two service providers remained on the local scene. Referral mechanisms and the ability to track secondary migrants had been shattered. Since the beginning of FFY 81 the role of linking the community together has fallen upon the energy of a handful of individuals to try and maintain linkages and coordinate services between several funded categories of service and the many other needed services which are not funded. The result has been impressive given the lack of funding but it has also been far from ideal. When various

refugee leaders were consulted for this study, it was apparent that all too often they had only a vague idea of the services available to them. Even though all interested parties are invited to the local forum, direct refugee participation has been minimal. These difficulties are not caused by any failure of the current CIU, however. Rather, they are the result of narrow guidelines and inadequate funding. In view of these difficulties the following recommendations are made.

To maximize the ability of the community to respond with all of its resources, the CIUs should be funded for and charged with the responsibility of compiling and maintaining a directory of all funded services and all non-refugee funded services available in the service area. The CIUs should also be funded for and given the responsibility to promote and maintain linkages to the local community. This could be carried out by mandated quarterly community needs assessment reports and by charging the CIUs with the responsibility of convening monthly forum-type meetings. We should note that the local CIU has provided the latter function without funding and without prodding. A full-time funded community liaison should be employed by the CIUs to work with both the funded and the non-funded providers. The CIUs should work with the non-refugee community leaders to promote harmonious community relations and to help mediate on behalf of the refugees when tension and conflict appear. The CIUs should report any serious problem to the funding source and request technical assistance on behalf of the community if the need arises.

Again, it should be noted that informally, many providers and CIUs have acted in these roles, but they have done so solely based upon the individual energies and personalities of their personnel. Given the need for these activities, these roles should be formalized in the program and funded.

In terms of intake, the CIU tasks of intake, referral, and tracking should be increased. Referral should include not only referral to funded projects but to any identified resource in the community.

It is unfortunate that in recent meetings outlining the role of the CIUs for FFY 83-84 much of the responsibility placed upon the CIUs involves tracking of refugees and referral to county welfare offices for the purpose of sanctioning refugees. One employment services contractor from Los Angeles County recently remarked of feeling more like the "Gestapo" than a service provider. Most CIUs are agreed that "employment" needs heavy emphasis, but many service providers are becoming concerned that emphasis on employment to the exclusion of other needs is ill-advised. As will be discussed in the Employment and Welfare section, refugee welfare dependency appears to be exaggerated. Most refugees appear to want to work; most appear to believe that if they are allowed enough time to become functional in English, they will be better able to support themselves and their families. (See the Employment and Welfare section.)

EMPLOYMENT AND WELFARE

WELFARE DEPENDENCY: "HOW GREAT IS THE PROBLEM?"

Employment and welfare dependency among refugees are two of the greatest areas of concern since they are the primary indicators of the degree to which refugees are achieving self-sufficiency; they are the means by which the success of the resettlement program is measured. Many varying statistics have appeared in the press and have been used by various governmental agencies which indicate that welfare dependency and unemployment among refugees are at near crisis proportions. Some estimates have ranged as high as 90% to 95%. Usually such estimates are based on measurements of more recent arrivals; consequently, they are heavily skewed. When these figures are released by the press, they help to stereotype Asian refugees as being unduly welfare dependent. It is easy to see how this skewing and overly negative view takes place. In the spring of 1981, a six week survey of refugee patients was conducted by the Refugee Assistance Project at the Long Beach Department of Public Health to determine the rate of employment among refugee clients. The survey indicated that 95% of the refugee clients were on aid. However, about 95% of those same clients were recent arrivals and were not yet "time-expired." If a sample such as this is projected upon the community at large, it gives a false view of welfare dependency because it is not a representative sample of the community at large but is only representative of the most impoverished segment of the community.

Without accurately knowing the size of the refugee population, it is meaningless to discuss the percentage of refugees on welfare. In order to try and get a better estimate of welfare dependency, we attempted to get data from the Department of Public Social Services (DPSS) related to all Southeast Asian refugees on aid. According to data provided (2/83) for DPSS Region I, 9596 refugees (= persons not cases) received aid (all categories of aid other than General Relief (GR)). The figure 9596 refers to all refugees under the 36 month limit but not to "time expired" refugees (those over the 36

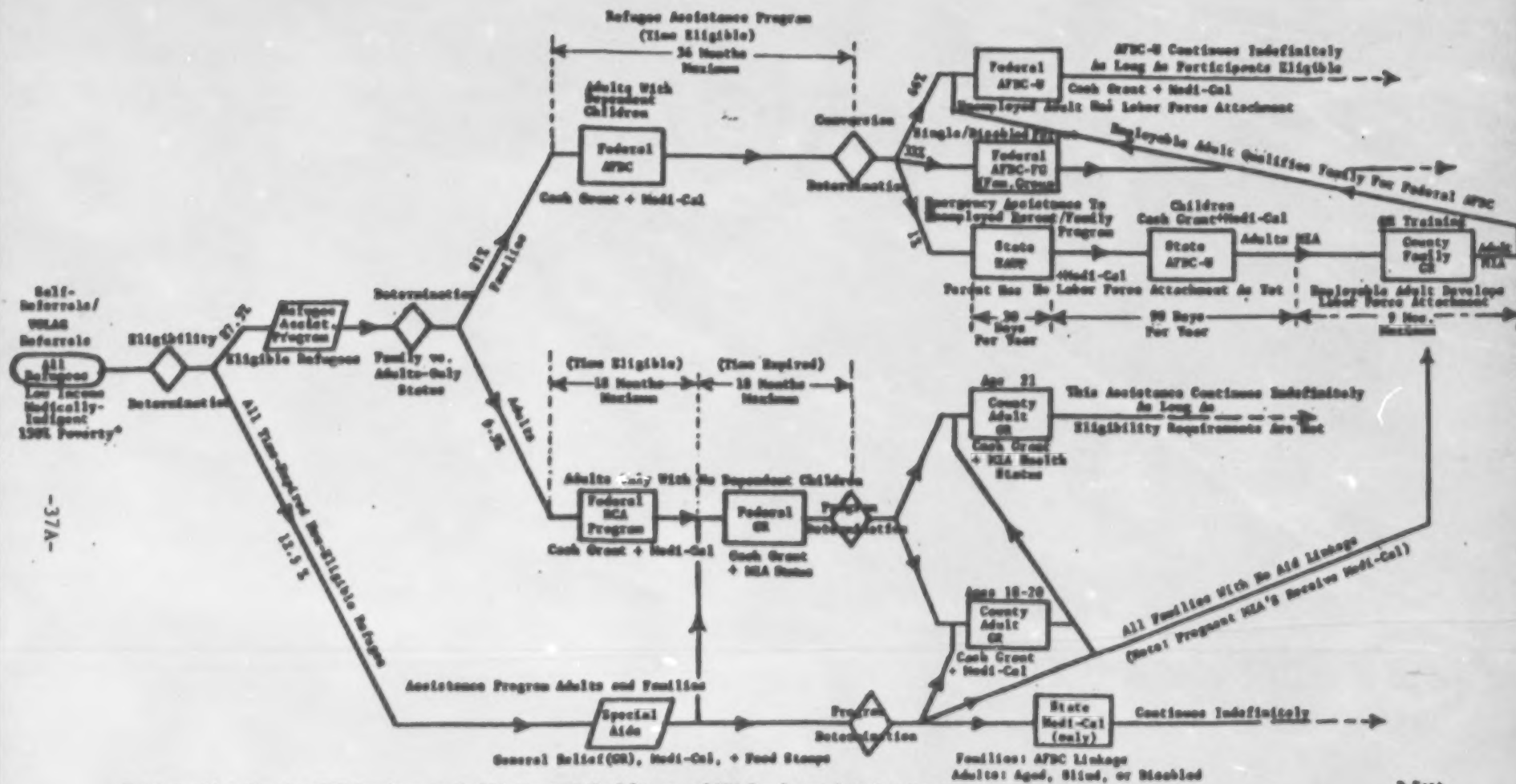
month limit). According to DPSS, county-wide an additional 33% of all Southeast Asians on aid are "time expired." Assuming that this ratio roughly remains constant for Region I, the total region figure would be 12,763 (9596 + 3167 (or 33%)). Our own estimates based upon a sample from the Long Beach DPSS branch indicated that an additional 200 S.E.A. refugees are on GR in the region. In other words, some 12,963 individuals receive aid in the region. Next we sampled Region I data to determine what percentage of the region's case load resides in Long Beach. (This was determined by pulling out all Long Beach Zip Codes.) The Results indicate the following:

*ESTIMATES ONLY	TOTAL FOR DPSS REGION I	LONG BEACH ONLY	% of REGION I IN LONG BEACH
TOTAL CASES			
RCA+AFDC+GR+FOOD STAMPS+MEDICAL	12,963	10,370	80%
RCA (Adult)	638	478	75%
AFDC + RCA FAMILY	7,434	6,170	83%

Next, if the Long Beach Southeast Asian refugee aid cases are compared to the refugee population estimate, the picture of welfare dependency is as follows:

TYPE OF AID	NUMBER OF REFUGEES (ESTIMATE)	% of REFUGEE POPULATION IN LONG BEACH
AFDC+RCA+GR+FOOD STAMPS+MEDICAL	10,370	58%
RCA (Adult)	478	3%
AFDC + RCA FAMILY	6,170	35%

FORMAT OF COUNTY, STATE, AND FEDERAL PUBLIC ASSISTANCE TO LOW-INCOME/MEDICALLY INDIGENT INDOCHINESE REFUGEES



* All Successful Meeting SPSS Requirements Qualify For USDA Food Stamps and WIC Supplemental Assistance

Draft
 LMB
 1/83

These figures indicate that welfare dependency and supplemental assistance through Food Stamps and MEDICAL are high, but since they are based upon a ratio which includes all of the Southeast Asian population, the figures show that the situation is not as bleak as had been previously thought. Given a longer term view, 1975 to present, it appears that well over half of the Southeast Asian population is moving toward self-sufficiency. This fact does not counter the need for further assistance to the more recent arrivals, but it does reveal some cause for optimism that large scale refugee resettlement does not have to lead to levels of 90% or higher rates of unemployment among the refugee community.

It should be noted that the issue of determining the scope of the problem of welfare is based upon having reasonably accurate population projections. This issue is discussed at greater length in the Demographics Section.

STATE EMPLOYMENT PROVIDERS

The Economic Development Department (EDD) operates a local office in Long Beach which recorded the highest number of Southeast Asian refugee clients of any office in the state. Statistics were based upon an annual EDD Bilingual Survey conducted in March of 1982. For the survey, the Long Beach Office # 155 reported 1,316 Southeast Asian applicants, 775 of whom were Vietnamese (third highest in the state), 444 of whom were Cambodian (highest in the state), and 97 Lao (fourth highest in the state). (See comparison chart on the next page.) EDD has planned to make some bilingual translation available in the future on a part-time basis.

Another state funded program with a Long Beach office is the Rehabilitation Program. During the fall of 1982, the program identified Long Beach as a target area in need of translation services and in need of bilingual rehabilitation counselors. Through referrals from the Long Beach Interagency Refugee Forum, qualified applicants were sent to the Rehabilitation Program for interviews.

Table of the Ten EDD Offices most utilized by SEA Refugees
According to the AB 1258 Compliance - EDD 1982
Bilingual Survey

EDD Office	TTL Public Contacts	TTL SEA Contacts	Ratio: ^{SEA} Public	V	C	L
Long Beach #155	29,484	1,316	.045	775	444	97
Sacto #059	19,284	1,235	.064	1,090	8	137
Garden Grove #107	19,049	1,232	.064	1,180	25	27
Oakland JS #507	17,154	776	.045	541	119	116
Avalon #168	15,432	736	.048	728	7	1
San Jose #508	8,323	724	.087	677	21	26
Van Nuys #011	32,075	594	.019	578	4	12
San Diego #049	13,823	527	.038	309	121	97
Richmond #035	14,108	495	.035	283	1	211
Santa Ana #042	20,069	445	.022	427	13	5

Unfortunately, the Rehabilitation Program has been unable to hire Southeast Asian bilingual staff because the state as yet has not developed a bilingual test for Cambodian and because the Governor has placed a freeze on hiring.

ENTRY LEVEL EMPLOYMENT VERSUS MORE EDUCATION AND TRAINING

In discussions with service providers and refugee community leaders, it was often pointed out that there are several main reasons as to why unemployment remains as high as it does. For refugees who have large families to support it may seem more reasonable to stay on assistance than to take a cut in benefits (including MEDICAL benefits) rather than take a low paying job. For the refugee who is trying to provide for a large family, it may seem more responsible to accept welfare, than to work at a low paying job in an economy wherein most marginal jobs seem risky. Many refugees seem to feel that to truly become self-sufficient, they must learn more English and acquire better skills through training.

On the surface, many refugees seem reluctant to accept entry level work (jobs in the \$3.50 to \$6.00 per hour range). On closer inspection, it appears that refugees are reluctant to take "deadend" entry level jobs; that is, as long as the job is actually tied to a promotion ladder, most refugees would not be reluctant to take it. However, in today's economy, the security of any job seems so much in question that many refugees fear that taking a marginal position means losing educational opportunities and, thereby, the chance for long term self-sufficiency. This perception may not be totally unfounded. When our staff followed up on several companies in which refugees had been previously placed, we found that in several cases, refugees had already been laid off or were about to be laid off. In one case the refugees were about to be laid off because the firm had been unsuccessful in securing new contracts. In our volatile and vulnerable economy, refugees like most Americans, are attempting to hedge their bets and think twice before taking a plunge that if unsuccessful will

make life more difficult than it already is. This line of reasoning is not meant to argue that refugees should not attempt to take entry level work; it is meant, however, to point out that contrary to common stereotypes, most refugees want to work, but given a choice between more education and training and \$3.50 per hour, they will opt for the former.

Education is costly and will not solve the problem of high refugee unemployment by itself. However, if educational programs are more carefully designed, they will be more effective than they are now in making adults job ready. However, pushing refugees into the work force too fast may appear to solve the problem of high welfare costs on the one hand, while creating a greater problem for the long term. In a number of the companies consulted, another type of problem seems to be emerging related to promotion and affirmative action. Whereas companies consulted said that they had had good success with refugees as motivated workers, they often complained that their overall knowledge of English as well as their overall ability to communicate were not good enough to allow for promotions. Several companies with large numbers of non-native speakers indicated that they had concerns over meeting affirmative action quotas for supervisory positions and other higher level positions. Consequently, to push refugees and other non-native speakers too fast into marginal positions may have the tendency to ghettoize them into the lowest levels of the labor force and to keep them there for the long term. It would seem that in order to be truly successful, a percentage of each segment of the various Southeast Asian groups must be able to acquire more advanced skills and education so that they may help to pull some of their less fortunate peers along. In this regard, the enrollment figures of Cambodians and Lao from CSULB are particularly discouraging and point to a need to place some emphasis on more advanced training and education for at least some of the Cambodian and minority Lao refugee population. For the majority, however, modification of the existing educational curriculum may prove to be the only cost effective means whereby refugees can receive the maximum in terms of functional or related skills in the shortest possible time. As will be discussed in

The Curriculum Section, job related education must be designed to do more than teach people how to fill out applications and forms. Most companies consulted expressed concern that prospective employees must also have the ability to communicate on the job. As one vocational education instructor stated: "The refugees have also got to learn to get down and pick _____ with the chickens." (See the Curriculum Section for a more detailed discussion of these issues)

APPROACHES TO JOB PLACEMENT

The typical approach to job placement involves utilizing a job developer and, in some cases, an assessment counselor to assist refugees in following job leads and in outlining the best path to employability. One service provider has characterized this approach as the "retail" approach wherein a developer attempts to sell individuals to a prospective employer. An alternative approach has been characterized as a "wholesale" approach, or "from-the-top-down" approach wherein large corporations and businesses are approached at an upper management level by agents representing refugees. This approach attempts to make upper level management aware of the plight of Southeast Asians while at the same time stressing their positive work related characteristics, e.g. Southeast Asians are hardworking and loyal employees.

The "retail" approach tends to run into difficulties since most of the time placements are made only one or two at a time per company. Moreover, it has been observed that projects utilizing this approach do not seem to be doing long term follow up on clients. Program data showing successful job placements generally do not indicate whether or not the individual placed was successful in remaining on the job or (if placed several times by the same program) whether the individual was mentioned several times in the same performance data thereby making it appear that a program's job placement effort had been more successful than it actually was.

The "from-the-top-down" or "wholesale" model appears stronger in that its agents, if successful in accessing the corporate leadership, may be able to secure whole "blocks" of jobs. The model is, however, not without its potential drawbacks since there is the risk of exacerbating the potential conflict between refugees and members of other ethnic groups who are also suffering from high unemployment. One approach which attempts to minimize this pitfall has been utilized by the ORR funded Corporate Leadership Accessing Project which was granted to the International Institute (I.I.) of Los Angeles. The I.I. has attempted to get commitments to hire refugees from new businesses moving into the Long Beach area such as the new Hyatt Hotel. They have also attempted to get commitments from companies that are attempting to recruit more Asians to fulfill affirmative action quotas.

Another approach which has been used locally is the "Job Fair" which is essentially a public relations event wherein companies make a presentation about the types of employment opportunities that exist. From a public relations standpoint, these job fairs make the company appear responsive to the needs of the community. Even when they are not hiring, they do help to inform refugees of the scope and variety of employment opportunities which may be available to them. The only problem with the job fair approach is that although it does help to inform refugees and employers alike, it does not necessarily lead to many jobs since it is not necessarily a job recruitment fair. Local programs, however, feel that the job fairs have a real value since they increase the refugee's awareness of job opportunities while at the same time making employers aware of a potential work force.

Vocational training coupled with Vocational ESL support classes is another common approach used to prepare refugees for the job market. The training approach is based upon the assumption that specialized training will lead to better refugee employability. The concept is sound if there is a shortage of skilled workers and if the economy is sound. The big question of course is "training in what?" For training to successfully lead to employment, a market analysis must first be conducted. It is of no use to turn

out dozens or hundreds of refugee welders or machinists if the market cannot absorb them. One common criticism against refugees alleges that the proof that refugees do not want to work can be seen by the fact that refugees attempt to jump from one training program to another.

Based upon this perception, service providers often argue for sanctions against "double dippers" who, after starting one training program, attempt to jump to another rather than finish the first and look for a job. This stereotype is accurate insofar as it notes that refugees are attempting to switch from one training program to another. However, the reason may not be just because they do not wish to work. More often, refugees who have begun one training program may realize after having started the program that they were ill-advised to have enrolled in it. In today's economy, many of the common training fields are paralyzed by high unemployment among even experienced workers. One vocational education instructor noted regarding his field that among local union members, over 2,000 skilled workers were unemployed out of a total of 5,000. Against this background, a novice refugee worker, no matter how well trained, will find it nearly impossible to find work. In order for vocational training to be effective, a market analysis should be done. Such an analysis should probably be required as a part of a provider's proposal for funding.

One approach to job placement and to refugee self-sufficiency which appears to have been overlooked as one of the indicators of successful resettlement is in the area of small family owned businesses. Family businesses often draw on the collective resources of an entire family. Usually, they do not require a high level of technical skill as much as good business sense and an understanding of tax and license requirements. As yet, no local refugee programs have been set up to assist the small would-be entrepreneur, nor has any attempt been made to identify successful refugee businessmen in the community. And, although there has been a misperception that refugees are receiving special targeted small business loans, no special program has been specifically targeted through refugee monies.

VIII. EDUCATION

EDUCATION

Among refugees, there is a consensus that language and job related skills training are the keys to long term success in this country. The percentage of local refugees currently enrolled in education is nothing short of remarkable. It is estimated that some 12,000 refugee students are enrolled in all local programs. Even allowing for duplication within this count, probably 55% to 65% of the local refugee population is currently attending some form of schooling through either the public or private sector. Of those enrolled in Adult Education programs such as Long Beach City College (IRAP and regular ESL), the Long Beach School for Adults, California State University at Long Beach, and in voluntary programs, an estimated 7,500 to 8,000 are currently studying some form of Adult ESL or related curriculum.

Despite the major efforts by local providers and volunteers to provide education, local resources have thus far proven inadequate to fully meet the demand for educational opportunities by refugees. For example, between the two programs at Long Beach City College there are over 3,000 Southeast Asian refugees on waiting lists. Moreover, CSULB estimates that its American Language Program primary ESL program services only forty percent of those diagnosed as being in need of ESL instruction.

PRESCHOOLS

Several opportunities are provided for preschool activity in the Long Beach area. At Long Beach City College one small program provides instruction for preschool children and for a limited number of their mothers. The Long Beach office of the Head Start Program reports an increase in Southeast Asian enrollment. At present the local project has no bilingual aides or interpreters, but a spokesperson indicated that funds have been approved to hire bilingual staff and that recruitment will begin shortly.

K-12 EDUCATION

As of December 1982, the K-12 Southeast Asian enrollments for the Long Beach Unified School District total 4,769. Of these, 2,205 were Cambodian (including Cambodian-Lao and Cambodian-Chinese), 1,315 were Vietnamese, 515 were Vietnamese Chinese, 184 are Lao, 420 are Hmong, and 130 are Mien. From all indicators, the district has made a major effort to address the cultural and linguistic needs of refugee children. Since 1981, the district has operated an assessment and assignment center for all non-native speakers of English. The center assesses the linguistic and academic abilities of newly arriving children, and in cooperation with the Long Beach Department of Public Health, the center also assesses the health status of the non-native children.

In addition to assessment, the district employs a team of cross-cultural consultants to provide a smooth transition for refugee children. This project, the Southeast Asian Learners (SEAL) project, also assists by providing translation of professional materials and by providing cross-cultural workshops and counseling services.

The Long Beach community in general exhibits a relatively high degree of racial integration which is reflected in local school enrollments. Still, to help balance enrollment areas, the district has instituted a "magnet school" approach whereby special programs are offered to attract students from beyond the local neighborhood. Consequently, ESL instruction is spread broadly across the district. Apparently, due to the uneven distribution of ESL students, the structure of the ESL program is not uniform throughout the district. In some schools, core subjects such as science and English are taught by regular teachers with some provision for small group attention provided through learning centers. In other schools with higher non-native speaker enrollments, core courses are sometimes taught by ESL instructors. Both approaches have strengths, but both are also far from ideal. Regular instructors are often frustrated by the linguistic gap between native born students and their Southeast Asian

classmates. As a result, the less proficient Southeast Asian students are sometimes placed in lower academic level classes. Difficulty in this approach arises because in these classes there are often behavior problems as well as lack of motivation among the American students. The Southeast Asian students generally have neither the behavior problems nor the motivational problems of the lower academic level American students.

The overriding issue is whether linguistic and cultural adjustment difficulties are viewed as "developmental" or as "remedial." Native Americans are usually relegated to a lower academic track when they have remedial difficulties, i.e., when they have failed to master skills to which they have previously been exposed. Linguistic and cultural adjustment difficulties of the Southeast Asians are, on the otherhand, developmental, i.e., the refugees have not previously had the opportunity to master these required linguistic skills. Despite these deficiencies, the Southeast Asian students are highly motivated to learn English. Consequently, rather than placing these students on a remedial track, it may be more appropriate to place them one level above their mastery level rather than to relegate them to the lowest academic track.

In terms of using learning centers as back up for regular core classes, there is a limit to what can be accomplished. One difficulty is that required texts in, for example, the sciences, are often on too high a reading scale. Also, there is an implicit level of assumed knowledge to which more rural students have not had access. Moreover, translation as in a bilingual approach does not appear to be the answer since straight translation presumes a correspondence between concepts being compared. Students coming from less technologically developed areas usually lack technical vocabulary in their own language. Also, increasingly Southeast Asian students coming up from lower grades lack functional literacy in their native language thereby necessitating literacy training in both English and the native language. Consequently, even if bilingual materials were made available in learn centers, they may not be of help to all of the students.

On the other hand, the approach of using ESL teachers as core teachers also has drawbacks in so far as ESL teachers may not have extensive expertise outside of their subject area. In addition, by putting all of the non-native speakers in classes together, there is a tendency for these students to become ghettoized and to reduce their opportunities for normal social interaction between themselves and native Americans. Since language and culture are often transmitted by informal peer relationships as well as by formal classroom instruction, any compartmentalization of Southeast Asians into exclusive programs would restrict their overall opportunities for interaction, acculturation, and language acquisition.

Although there appears to be no ideal solution to these difficulties, ESL instructors consulted generally felt that the overall ESL effort could be improved if resources were consolidated; they suggested reducing the number of schools providing ESL while enhancing those remaining. The teachers also expressed a need for more curriculum development (especially in the sciences). Simply translating materials does not appear to be enough since many of the students lack sufficient literacy and academic background in their native language. One approach which has proven effective involves "scaling down" course materials in terms of reading level. The process, to be successful, demands close cooperation between the core subjects teachers and the ESL curriculum designers.

Most teachers consulted felt that for them to be more effective, that a smaller class size ratio would be necessary. However, smaller class size ratios are unlikely to be implemented given the mandated class size for all classes. Most felt that a student to teacher ration of 1:20 would be optimal for ESL classes. Typical ratios in junior high school ESL classes are currently about 1:27. Successful second language teaching requires an "interactive" environment which is only possible with smaller class sizes. The use of aides can help to enhance interaction without additional teachers having to be hired. Although the district does utilize aides, they are only available in a fraction of the classes.

It is doubtful that class sizes will be reduced since regular English classes typically have ratios of 1:36 and other non-ESL classes may go as high as 1:45. ESL teachers already experience some informal resentment from non-ESL teachers because of the lower student teacher ratios in ESL classes. Consequently, further reductions in ESL class size is not likely. (See curriculum section for suggestions).

ADULT EDUCATION PROGRAMS

Refugee adult education in Long Beach is being provided through a wide variety of programs. The principal providers are Long Beach City College with an estimated 4,800 Southeast Asians enrolled in all programs and the Long Beach School for Adults with an estimated 1,551 Southeast Asian students. (See Demographics Section for school enrollment figures). In addition, volunteer programs are also being conducted on a smaller scale through Youth with a Mission and through the certificate program for ESL teacher certification at California State University at Long Beach. Several local churches are also providing instruction on a limited basis.

Despite the scope and variety of programs offered, City College reports a waiting list of 2,000 for the IRAP program and 800 for the regular ESL program. The School for Adults reports that the Southeast Asian demand for classes is great but was unable to supply numbers regarding waiting lists.

The School for Adults is an Adult Basic Education (ABE) program which sees its principal mission as providing an opportunity for adults to complete requirements for high school diplomas. The program has no direct funding for refugee students. The magnitude of refugee influx and non-native speaker migration into the programs service are illustrated by the following:

LONG BEACH SCHOOL FOR ADULTS

YEAR	NUMBER OF ESL SECTIONS OFFERED
1972	2
1976	4
1977	8
1982	35

The program offers 3 sections for preliterates and has three levels for all students above the preliterate group. Emphasis in the adult program is targeted on adult basic competencies related to topics such as food, health, money and banking, post office, clothing, housing, communities, and personal identification, etc. Testing is geared to state mandated competencies related to these topics.

According to district policy, only approved books may be used which must be used for at least three years. Students may not buy their own books (because of state policy) even if they desire to purchase them. Some teachers do not use a textbook. Apart from related adult competencies, there does not appear to be any heavy emphasis upon employment related ESL instruction as no target funding exists for this purpose.

One problem area appears to be related to class size. Officials were uncertain as to exact class sizes. They felt that student teacher ratios of between 1:25 to 1:30 were typical. However, the program offers 35 sections for over 3,000 ESL students. Although individual class sizes may differ, our math indicates that the student to teacher ratio is perhaps closer to 1:86. According to the information provided, the district employs a total of 28 teachers and 28 aides; assuming one teacher and one aide per section (35 sections), the ratio of students to either a teacher or an aide would appear to be about 1:43. Given the need for maximum student/teacher interaction, both the student to teacher ratio or aide ratio appears to be high.

There also appears to be a need for counselors to be utilized by the program if resources can be found to provide them. Officials report that an encouraging trend has been noted in that a small number of Southeast Asian students are now enrolling in the high school diploma classes.

At Long Beach City College, the special linguistic needs of the Southeast Asian students are addressed through the regular ESL program and through the Indochinese Refugee Assistance Project (IRAP). The regular ESL program offers 55 sections. Since 1975 the program has steadily grown. Afternoon classes have been added to better accommodate scheduling; 6 sections have been added on other campuses (apart from the main ESL center); 10 preliterate classes have been added this year. Despite the size and scope of the program, some 800 students are still on waiting lists for the regular program. The total ESL program has about 1,300 students of which 836 are Southeast Asians (64% of the total). Of these, 375 are Vietnamese (including Vietnamese-Chinese); 374 are Cambodian, 12 are Lao, 58 are Hmong, and 17 are Mien. Previously, emphasis was placed on lower level classes. Recently, however, there has been an increase in demand for advanced sections. The average class size is about thirty. Cross-cultural career counseling is being developed. The IRAP program functions as the Central Intake Unit (CIU) for the Long Beach refugee community. The program offers a wide range of ESL and employment services including vocational training and Vocational ESL (VESL) support classes for non-refugee funded programs such as welding and upholstery. The program also utilizes bilingual/cross-cultural counselors and job developers for employment placement. In its role as CIU for the Long Beach area, the program has functioned admirably but has been frustrated by a heavy demand for services resulting in long waiting lists. For a description of the overall client flow, please see the following page.

The IRAP program places heavy emphasis on employment readiness. Through a "World of Work Orientation," it attempts to inculcate enrollees into accepting the concept of the "job/career ladder." This

is done to foster a willingness among refugees to take lower paying jobs than they want under the assumption that after gaining experience, higher paying work may become available. (For a more detailed discussion of problems related to entry level employment, see the Employment and Welfare Section.)

Instruction has been designed to meet several needs. Vocational ESL support classes (VESL) are taught in conjunction with Vocational Skills classes such as welding and upholstery, for example. Student to teacher ratios range from 1:18 up to about 1:26. Although a ratio of 1:15 was considered ideal. Key job related terminology is taught as well as key cognitive skills needed to perform the job (such as measurement, etc., in needle trades). Though the instructional time does not allow for all needed skills to be fully covered some teachers indicated that they attempted, when possible, to teach much needed job related social interaction skills. Most VESL teachers work closely with the Vocational Education teachers (in some cases even attending their lectures) in order to develop curriculum for their classes.

According to the VESL description of the IRAP Project Summary Statement, (April, 1982):

In English for Specific Purposes, the curriculum entails the learning of the specific terminology of a given trade area. Job-specific ESL will be offered in the following areas:

- | | |
|------------------------------|---------------------|
| -General Shop | -Educational Aides |
| -Machine Shop | -Upholstery |
| -Welding | -Blue Print Reading |
| -Health-related technologies | -Electronics |
| -Needle Trades | -Nurses Aides |

IRAP ESL is taught in a six level program including special sections for preliterates. The curriculum includes using job related skills books. The student to teacher ratios are generally around 1:25. Previously, most classes had aides available, but in recent months funding limitations have led to fewer aides being utilized. Aides are

used in a reading lab and math skills lab which run 3 to 5 days per week for one hour each day.

In addition to ESL and employment related instruction, the IRAP program also employs cross-cultural counselors and job developers. Counselors attempt to assess the needs of the students as well as to advise them as to the most expedient path to employment and self-sufficiency. The use of counselors familiar with the cultural background and acculturation difficulties of the students is an outstanding feature of the IRAP program.

Job developers work as liaison between clients and prospective local employers. As stated above, job placement is a major goal and emphasis of the IRAP program. The job placement goal of the program for FFY '81-82 was 200. The employment project came close to that goal by placing 189 students. The program has apparently had the most success in placing clients at Van de Kamps Bakery (outside of Long Beach in Santa Fe Springs), at Jack-In-The-Box, at convalescent homes, at restaurants such as the Plush Horse, at the Naval Shipyards, and at upholstery firms. Follow-up indicated that some placements were doing very well at Van De Kamps in fast food processing, for example. At other sites, such as Beach Cities Upholstery, refugees had been laid off after working only a few months since they had been hired on a short term contract which had run out. The obstacles to job placement appear to be twofold. First, the overall economic situation in Long Beach, as in the state, is relatively bleak. There are few large industries and those which do exist such as McDonnell Douglas generally need more technically trained workers. Although the Naval shipyard employs welders, it requires all of its employees to be U.S. citizens which is another obstacle for most of the Southeast Asian refugees because they have not been in the country long enough to apply for citizenship. Another obstacle to employment may be the refugees' attitude toward long term employment opportunities. One job developer consulted felt that some refugees did not understand or share the notion of "job ladder" whereby one takes an entry level position and gradually moves up the ladder. Many students report having a fear

that their "English" is not good enough and opt for more education before taking the plunge into employment. Contrary to this view, however, several individuals or staff disputed this perspective calling it stereotypical rather than an accurate picture of the choices perceived by most of the refugees themselves. This issue is addressed in greater length in the "Employment" section.

The IRAP Program at Long Beach City College is generally considered to be one to the best programs of its kind. The program addresses a variety of linguistic and employment related needs of its Southeast Asian students. Despite the program's strengths a number of the instructors consulted felt that, given the magnitude of the difficulties of their heavily Khmer, Hmong, and Mien program, increased funding could allow the program to address the needs of their students more adequately. Several teachers expressed concern over the heavy emphasis on jobs. Although they were in basic agreement with the need to indoctrinate the students toward the work ethic, they expressed concern that many of their students needed more hours of in-class instruction, especially in terms of developmental instruction in math and reading, and more pre-shop classes. As one instructor put it "not everyone can be a custodian."

Other concerns by teachers included frustration over continual funding uncertainty. The project was funded at only six month intervals during the past 18 months with budget modifications every six months. It was felt that given the vicissitudes of funding, the program was never allowed an opportunity to mature. Others expressed concern that there is a need for more aides. In addition, it was felt that since vocational ESL support classes must develop curriculum, more time and funding should be channeled into curriculum development. The issue of curriculum development is discussed in greater length in the Curriculum Section.

UNIVERSITY EDUCATION

California State University at Long Beach has experienced a steady

increase in the number of refugee and permanent resident Southeast Asian students. Fall enrollment figures indicate that 904 Southeast Asians are enrolled: 861 are Vietnamese (including Vietnamese-Chinese), while only 31 are Cambodian (out of an estimated 12,000 in the CSULB service area), and only 12 of the students are Lao. The vast majority of the Southeast Asian students major in Engineering, Electrical Engineering, Computer Science, and Business. Only about 2% are enrolled in the Humanities.

Generally, Southeast Asian students have chosen to avoid majors where a high degree of linguistic competency is required and have opted for more technical fields. As the enrollment figures indicate, there is an obvious underrepresentation of Khmer and Laotian students.

The principal responsibility of improving the linguistic capability of the Southeast Asians and other non-native permanent resident students falls on the American Language Program which is a sub-division of the English Department. The main emphasis of the program is on writing skills development. The program is divided into four levels of proficiency. The secondary emphasis of the program is on oral skills development; there are two classes related to improving pronunciation and one course in public speaking and oral interaction skills. The American Language Program receives no supplemental or special funding to address the needs of the influx in Southeast Asian students. The program has chronically been understaffed and underfunded. Two years ago, the entire curriculum of the program was revised on a "volunteer" basis by the faculty. The program employs only one full-time faculty member, the director; the remainder of the faculty is hired on a part-time basis by semester contracts. No faculty member is on tenure track.

A recent survey by the director for a university committee indicated that the program could adequately provide space for only 40% of the students in need of its services even though they had been duly admitted by the university. Throughout the academic year rumors circulated that the program might be cut by the university by the

fall 1983 term or at some point in the near future. Officials consulted were unable to confirm or deny these reports. Amidst these concerns, staff morale has been low but has apparently not had any adverse effect upon instruction.

In addition, many students have been placed on waiting lists unable to find space within their required ESL classes. Some have even been forced to postpone graduation. A number of students have expressed resentment over the fact that the state mandates an exit writing proficiency exam while the university fails to offer enough sections of developmental ESL courses to allow all the students required to take the classes the opportunity to do so.

Unlike the remedial English courses offered in Black Studies, Mexican-American Studies, and by the English Department writing skills, the American Language Program is primarily an ESL "developmental" program. Whereas the state funds remedial programs, it has no provision for funding developmental ESL programs. When Southeast Asian students are pushed into remedial classes which are designed for native speakers such as the remedial writing skills classes of the English Department, the instructors complain because they lack the necessary training, and class format is not appropriate to adequately address the linguistic needs of their students.

As long as the State University System continues to admit non-native speakers, then it and the State of California have a responsibility to adequately fund developmental ESL programs. Several administrators have suggested sending the problem back to the community colleges, but this recommendation has been made in apparent ignorance of the long waiting lists and lack of space facing the local community college programs.

There appears to be a greater need for the university to assess the needs of its Southeast Asian students especially since Long Beach and Orange County are among the most heavily impacted communities in the country. In this regard, it is encouraging that a campus task force has been brought together to address some of these concerns.

CURRICULUM

GEARING CURRICULUM TOWARD REFUGEE SELF-SUFFICIENCY

In educating refugees, the greatest challenge is to design curriculum so that it meets both the needs of refugees and the goals of the resettlement effort. Since the explicit goal of resettlement is "self-sufficiency," the explicit goal of curriculum design should be self-sufficiency. To meet this goal, ESL curricula must identify communicative skills and strategies that will enable refugees to access essential services and to gain meaningful employment. One major obstacle facing curriculum designers is that they are designing materials which will be used in an artificial learning environment, the classroom. Although students may be taught target competencies in the classroom, all too often they are merely taught about the system; rarely is instruction linked directly to the performance required to deal with the system.

This problem has been anticipated by some program designers. In Australia, for example, the "On Arrival Program" incorporates functional tasks which migrant students must perform in order to demonstrate functional mastery of various societal competencies (Ingram, 1981a). A lesson on "Transportation," for example, includes language structures and appropriate grammar forms which are typically used in real life social interaction between bus drivers and patrons. However, the curriculum also targets additional communicative functions that a patron may need, such as strategies for asking for information and seeking clarification. Moreover, notions related to transportation such as time and distance are included. The ultimate test of the student's mastery is, however, determined by the student's having to successfully reach a predetermined destination by actually taking the bus. The significance of the Australian approach is based upon the fact that it teaches the student not only about the society but also about how to function in the society; in essence, it aims at teaching self-sufficiency.

By way of contrast, competency based curriculum in this country all too often is tied too closely to the use of idealized dialogs wherein a textbook presents patterned passages and canned dialogs which in theory represent real life situations but in practice often fall short of teaching communicative strategies. For students who have memorized a pattern passage or textbook dialog, it is often a rude awakening when they find that real life bus drivers often fail to respond according to textbook scripts. Consequently, one goal of curriculum design should be to provide strategies whereby refugees can learn to interact socially.

THE NEED FOR SOCIAL COMPETENCE

For the reasons discussed above, language competence must be seen as being directly tied to social competence. Most curricula identify targeted rules of grammar; however, they often fail to identify rules of appropriate social behavior. Grammar itself must be seen not as an end-in-itself of instruction, rather it must be seen a component of communication. Curricula, therefore, need to focus on rules of language use as well as rules of language form. Social registers must be identified in various contexts of social relationships such as teacher to student, customer to proprietor, employee to supervisor, employee to employee. As one commentator has noted: "Communicative competence involves knowing not only the language code, but also what to say to whom and how to say it appropriately in any given situation" (Saville-Troike, 1982).

THE NEED FOR CULTURAL COMPETENCE

In addition, curriculum design must also incorporate cultural knowledge. To function as a full member of a community, one must share the knowledge and assumptions of one's peers; one must understand the cultural orientations which are the basis of routine behaviors. This does necessarily mean that one has to reject or give up one's former culture; it merely means that one must develop the ability to communicate across cultures. Consequently, the goal of

curriculum design should be to allow refugees the ability to become "bi-cultural in the sense that they acquire the ability to act appropriately in the context of American cultural settings. They need to learn how to interact appropriately in their local communities and at their places of employment. Consequently, a curriculum designed for self-sufficiency must also encompass the concept of "cultural competence."

LANGUAGE FOR USE OUTSIDE THE CLASSROOM

A recent British work has noted that for ESL to address itself effectively to employment, that "the main aim [of instruction] must be for the students to use new language effectively outside the classroom...yet, this aim of teaching English language for everyday use is seldom examined or taken to its logical conclusion by [curriculum designers and writers]" (Jupp and Hodin, 1978). Unfortunately, this has not been accomplished. In addition, there has been a failure to establish standards for federally funded programs to ensure that curricula is adequately designed to promote functional communication skills.

TYPES OF ESL

It should be noted that the term ESL by itself does not specify a content other than the language itself. As we survey the current compartmentalization of ESL, we find that the field is generally divided to meet specific types of language needs. In terms of types of ESL that would relate to most refugees in our locality, we would divide the field as follows: English for General Purposes (EGP), English for Functional Literacy (EFL), English for Academic Purposes (EAP), English for General Employment Related Communication (EGERC), Vocational (more accurately, vocationally specific) English as a Second Language (VESL), and Professional English as a Second Language (PESL). Although this list could be further broken down, we believe that it encompasses most of the self-sufficiency language needs of refugees. These terms are not necessarily exclusive of one another but are intended to target a primary focus; for reasons which will be

explained, we feel that all types of programs should include some degree of EGP. The issue of categorization as will be seen one of relative weight and emphasis.

NEEDS ASSESSMENT FOR ENGLISH FOR GENERAL PURPOSES (EGP)

In the development of a real world curriculum for the various areas of ESL above, curriculum development must procede from needs assesement. Crandall (1979) has presented a series of questions that may be appropriate for designing a needs assessment for ESL curriculum. Below we have presented a modified version of Crandall's list as it would relate to a needs assessment for an EGP model:

- What are the linguistic/cultural backgrounds of the learners?
- What are the goals of the learners?
- What must learners be expected to do with English in order to successfully communicate in those environments where they will commonly find themselves?
- What level of proficiency will they need? For example, what minimal level of vocabulary or grammar will they need?
- What cultural preconceptions of education do they have and will they need to have addressed?
- What situations will the learner most often find himself in?
- What teaching strategies should be considered?
- What functions will be needed by the learner?
- What notions will the learner need?
- What social interaction must the learner face?
- What strategies might the learner utilize to maximize communication even when he has only a limited mastery of the language?

As we can see, the construction of a curriculum model for EGP includes assessing both behaviorally based components as well as more traditional grammar based components.

THE NEED FOR A FUNCTIONAL CURRICULUM MODEL FOR EMPLOYMENT AND SOCIAL ADJUSTMENT

The following recommendations are based on information gathered in several months of interviews with employers, job counselors, Mutual Assistance Agencies, social service representatives, teachers, students, and individual refugees. Based on these discussions, an attempt was made to identify the most urgent employment, social adjustment, and communication problems that Southeast Asian refugees face and prepare curriculum recommendations that would address these needs.

The philosophical and theoretical framework that underlies these suggestions is based on recent psycholinguistic and sociolinguistic research, particularly on the work done by the Council of Europe in England. Many of the practical recommendations discussed have been implemented in language models established for immigrants and refugees in Canada, Australia, England, and West Germany.

RECOMMENDATIONS

In a city the size of Long Beach with a population of nearly 18,000 refugees (50 to 60% of whom are currently enrolled in educational programs), a curriculum designed to meet the special needs of refugees needs to be part of an overall resettlement plan so that it can adequately serve its function of preparing students for self-sufficiency. The following recommendations are designed to facilitate that function. The recommendations put forth may be used either as a basis for developing a new refugee specific curriculum or for strengthening existing curricula to make them more responsive to refugee needs.

SUGGESTED CURRICULUM COMPONENTS

A comprehensive curriculum that would contain all major communication skills leading to self-sufficiency in the areas of employment, social adjustment, and academics would need to include the following components: